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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

1947/48

FISCAL YEAR ENDING MARCH 31, 1948

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1949

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REPORT

OF THE

DEPUTY MINISTER OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1948

To the Honourable Humphrey Mitchell,
Minister of Labour.

Sir,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1948.

I have the honour to be, Sir,

Your obedient servant,

Arthur MacNamara,
Deputy Minister of Labour.

October 1, 1948.

1.—OUTLINE OF ACTIVITIES OF THE DEPARTMENT OF LABOUR DURING THE FISCAL YEAR 1947-48

Introduction

The Department of Labour was established in 1900, under the authority of the Conciliation Act passed in that year, the relevant provisions of which now appear in the Labour Department Act (R.S.C. 1927, chap. 111).

The history of the Department has appeared in former Annual Reports and is not, therefore, repeated in this Report.

During the fiscal year the Department administered the following statutes: Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; Government Annuities Act; The Vocational Training Co-ordination Act, 1942; and the Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for equipment and supplies are enforced by the Department.

The Wartime Labour Relations Board was responsible, under the Minister of Labour, for the administration of the Wartime Labour Relations Regulations, 1944 (Order in Council P.C. 1003, February 17, 1944). These regulations suspended the Industrial Disputes Investigation Act.

The Department was also responsible for the administration of a number of measures such as Orders in Council dealing with special aspects and problems in the field of labour supply.

At March 31, 1947, there were 860 persons on the staff of the Department of Labour. At March 31, 1948, there were 706[1] persons on the staff, including 50 casual and per diem rate employees.

A brief reference to the activities of the Department during the fiscal year is given in this chapter. Detailed information will be found in the chapters which follow.

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1 This figure does not include staff of the Unemployment Insurance Commission or of the National Employment Service, the combined staffs of which totalled 7,133 at March 31, 1948, as compared with 8,500 at March 31, 1947.

Industrial Relations

In respect of industrial relations the fiscal year ending March 31, 1948, was noteworthy for two important developments. The provinces resumed their normal jurisdiction over labour relations, and progress was made in the development of new legislation to replace the Wartime Labour Relations Regulations and the Industrial Disputes Investigation Act which was suspended for the period during which the Wartime Regulations remained in force.

Fair Wages Policy

During the fiscal year ending March 31, 1948, the Department of Labour issued 602 Fair Wage schedules as compared with 486 schedules during the fiscal year 1946-47. The value of contracts reported to the Department as having been awarded during the year approximated $44,000,000. During the same period the sum of $6,300.73 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, or to meet the conditions respecting prevailing rates set out in the "B" conditions. Adjustments were made in respect of 227 workers, and in five additional cases where the employees concerned could not be located the amounts due them were held in suspense.

Labour-Management Co-operation Service

The Labour-Management Co-operation Service was established on May 15, 1947, as a section of the Industrial Relations Branch to continue the work of promoting labour-management production committees formerly carried on by the Industrial Production Co-operation Board.

Under Order in Council P.C. 5064, dated December 23, 1947, an Advisory Committee, consisting of representatives of employers' organizations and trade unions, was appointed to act in an advisory capacity to the Minister of Labour on matters concerning the Service.

The number of labour-management production committees of which the Department had a record at April 1, 1947, was 511, covering 247,692 workers. By March 31, 1948, the number of committees had increased to 554, covering 266,859 workers.

Unemployment Insurance Commission—National Employment Service

The Unemployment Insurance Commission publishes a report on all activities of the Commission during the year. The report includes information in detail on the operations of the National Employment Service.

Canadian Vocational Training

The Training Branch of the Department of Labour is responsible for administering the various forms of training known under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942.

From the inception of Dominion-Provincial Training in 1937 up to March 31, 1948, the gross enrolment has been 907,628.

The fiscal year showed a decline in the number of veterans trained, but an increase in other types of training. The number of apprentices increased in several provinces, and there was also some increase in the numbers of unemployed persons who were given vocational training.

The Re-establishment Training Agreement providing for training of veterans and unemployed civilians terminated on March 31, 1948. This afforded a suitable occasion to obtain provincial co-operation in modifying and consolidating existing agreements in order to permit greater flexibility in expanding or contracting individual projects as warranted by circumstances, and also to

eliminate certain features in the agreements designed to meet possible emergency conditions in the immediate post-war period, and to adapt the agreements to normal co-operative vocational projects.

With these objects in view a consolidated agreement to be called the Vocational Training Agreement was recommended by the Advisory Council to the Minister. This agreement included divisions and schedules for Youth Training, Supervisory Training, Training of Veterans and Training of Unemployed Civilians. Drafts of this agreement were sent to all provinces in November, 1947. Minor alterations were suggested, and by Order in Council P.C. 1146 of March 25, 1948, the Minister of Labour was given authority to sign the agreement, in its final form. Copies of the agreement were then sent to all Provincial Ministers concerned, for their signatures, and completion, to be effective April 1, 1948.

The Vocational Training Advisory Council met on two occasions during the year to discuss various matters and to advise the Minister with regard to the training program generally.

Government Annuities Act

From September 1, 1908, the date when the Act became operative, to March 31, 1948, individual contracts and certificates issued totalled 235,568, and net receipts totalled $465,858,347.03.

During the fiscal year under review, 40,945 contracts and certificates were recorded, with net receipts amounting to $75,067,827.28. Group contracts in effect at the end of the fiscal year numbered 708 with 92,063 registrants.

Immigration-Labour Committee

The Immigration-Labour Committee was established on March 27, 1947, to advise on group immigration of displaced persons and other selected group immigration projects. The Committee consists of representatives of the Departments of Mines and Resources (Immigration Branch), Labour, External Affairs, Health and Welfare.

Following the recommendation of the Committee, up to March 31, 1948, 20,000 displaced persons were authorized for entry to Canada and tentative quotas established for occupational groups based upon labour requirements in particular industries. It has been necessary to revise quotas from time to time in the light of a changing labour market.

Procedure was established by the Committee for selection of occupational groups. Applicant companies gave written undertakings to the Department of Mines and Resources in regard to employment, wages and working conditions. The Committee satisfied itself by reports from the National Employment Service that Canadian labour would not be available to fill the employer's labour requirements and that the applicants were reliable. The displaced persons selected gave a written undertaking to the Minister of Labour to accept specific employment at prevailing wages and to work at this type of employment for the period designated.

Following the arrival and placement of displaced persons in Canada, a follow-up service was provided to adjust employer-employee difficulties, emergency cases of accidents or illness and to provide a limited amount of educational and welfare service; also to take care of seasonal lay-offs of displaced persons.

In the case of domestic workers involving applications from individuals and institutions, the prospective employer is asked to complete an application guaranteeing twelve months' employment and specifying working conditions which will apply and guaranteeing prevailing wages with a minimum of $35 per month. Applications are screened as to suitability through the National Employment Service.

Agriculture, Forestry and Fisheries Division

Farm labour requirements in 1947, were met, largely, through programs arranged under the Dominion-Provincial agreements and in co-operation with the National Employment Service. Excellent service was rendered by the Polish veterans, in meeting year round farm labour needs and in seasonal work, such as sugar beet activities, etc.

During the year under review, as in previous years, it became necessary, as seasonal requirements developed, to move large numbers of workers from areas with surplus manpower to areas of scarcity. The railways assisted, by granting reductions in fares for intra- and inter-provincial movements.

In co-operation with U.S. officials, international movements of labour and harvesting equipment were organized during the year.

The fifth annual Dominion-Provincial Farm Labour Conference was held in December, 1947. The chief items of discussion were: review of activities during the past year; problems relating to Polish veterans; international movements of labour; Dominion-Provincial Farm Labour Agreements 1948-49; future farm labour program, including general and seasonal movements of labour; farm labour requirements and source of supply; and future immigration policy.

In forestry, the demand for pulpwood cutters remained high during the summer months of 1947. Representatives of the industry stressed the need of supplementing the Canadian woods labour supply through immigration. Between August 1, 1947, and the end of March, 1948, there were 3,470 displaced persons assigned to woods employers. A new high record in woods employment was reached in December, 1947. In March, 1948, some surplus woods labour was available. Meetings of the Woods Labour Committee were held in April and in September, 1947, to review the overall woods labour situation and to discuss steps considered necessary to meet any labour shortages.

Bureau of Technical Personnel

The closing of the regional offices of the Bureau of Technical Personnel, March 31, 1947, marked a change in emphasis of the various functions to be performed. Under the new arrangements, the Bureau has continued to be responsible for the national roster of scientific personnel and related activities but to a considerable extent has changed from an operating to an advisory capacity in relation to employment matters. The maintenance of a national inventory of engineers and scientists simplifies approach to all questions involving the efficient use of scientific manpower.

Employment operations at regional level involving technical persons became the sole responsibility of the Executive and Professional Division of the National Employment Service on April 1, 1947.

During the fiscal year, the Bureau assisted in the program of organizing employment for university students.

Research and Statistics

During the year, the Research and Statistics Branch continued the collection, analysis and publication of statistical and other information on wage rates and hours of labour, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupational research, occupational information, conditions prevailing in the labour market on an industrial and a geographical basis, and employment forecasts. Numerous research studies were undertaken and the results made available in special reports.

Special Services

The Labour Gazette—During the last quarter of the fiscal year the format of *The Labour Gazette* was changed with the dual purpose of effecting a saving in space requirements of certain sections and of giving a more orderly and attractive alignment of material. It is expected that the new arrangement will include more research material in conformity with present-day economic requirements.

As in former years, *The Labour Gazette* published information concerning labour legislation, employment and unemployment, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the National Wartime Labour Relations Board.

The proceedings of the International Labour Organization and the World Federation of Trade Unions were reported upon and articles on economic stabilization, post-war reconstruction, social security and related material from other Government departments appeared in some issues.

Information Branch.—In keeping with the policy of the Department to inform the public, not only in regard to the legislation which it administers, but also on the activities of the several branches of the Department, 333 news releases were issued by the Information Branch during the year.

Labour Legislation.—Information concerning labour legislation both in Canada and abroad was made available through special publications and through *The Labour Gazette.*

Annual publications issued during the fiscal year 1947-48 included: *Labour Legislation in Canada in 1946; Workmen's Compensation in Canada, A Comparison of Provincial Laws; and Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages and Workmen's Compensation.* A comparison of Canadian legislation concerning the employment of young persons with the standards approved by the International Labour Conference was also published during the fiscal year.

The Library.—As in former years, the library served as an information centre for the officers of the Department and, subject to their requirements, its services were available to the general public.

Re-establishment of Ex-Service Personnel

The chief functions of the Department of Labour in the re-establishment program were to assist ex-service personnel in returning to their former employment, to place them in new employment or to provide training facilities to enable them to acquire special skills before seeking employment.

In the carrying out of this program the Department of Labour was made responsible for the administration of the Reinstatement in Civil Employment Act and of special facilities within the National Employment Service for the placement of ex-service personnel, and for providing vocational and pre-matriculation training.

During the fiscal year, the numbers of veterans volunteering for Rehabilitation Training decreased, and the numbers of veterans registered as unplaced applicants with the National Employment Service were fewer during each season of the year than had been the case in the preceding year. By March 31, 1948, it was evident that rehabilitation, as an organized program, was nearing completion.

The Veterans Placement Division of the National Employment Service co-operated with the Department of Veterans Affairs concerning the re-establishment of ex-service personnel and together with the Special Placements Division and the Executive and Professional Division was successful in placing a large number in employment. In the autumn of 1947 the veterans sections in local offices of the National Employment Service were re-organized to meet changing conditions and to provide an organization of a more continuing nature, placing increased emphasis on the employment function.

Except for those veterans who are still undergoing training, the task of rehabilitating Canada's veterans is now assuming the form of a specialized and continuing program to deal with those whose war service has created problems special to them which not even the current high level of employment can solve.

Re-establishment of Japanese in Canada

At March 31, 1948, all indications showed that the Japanese racial groups moved from the coastal area of British Columbia were becoming firmly re-established in their new places of residence extending from the interior of British Columbia to the Maritime Provinces.

At the end of the fiscal year, there were 20,814 persons of Japanese origin in Canada. Of these, 30 per cent were located in British Columbia, 27 per cent in the Prairie Provinces, and 43 per cent in Eastern Canada. Thirty-four persons of Japanese origin were located in the Yukon and the Northwest Territories.

International Association of Government Labour Officials of the United States and Canada

The International Association of Government Labour Officials of the United States and Canada met at Asheville, North Carolina, September 23-25, 1947. The conference was attended by Commissioners of Labour from a substantial number of States, officials of the United States Department of Labour, representatives of the Federal Department of Labour, and of the Manitoba, Ontario and New Brunswick Departments of Labour.

Group sessions of the Conference were devoted to child labour, wages, hours and industrial home-work; labour statistics, and machine-guarding; reports were submitted on Federal-state co-operation in apprentice training, labour statistics, and enforcement of legal wages and hours.

International Labour Office

The Department of Labour, as liaison agent between the Government and the International Labour Organization, participated in the Organization's program for the year under review.

During the fiscal year the International Labour Conference held its Thirtieth Session; four of the eight Industrial Committees of the ILO held their second session; the ILO's Sixth International Conference of Labour Statisticians took place; the second session of its Permanent Migration Committee was held; and there were three regular sessions of the Governing Body and of its several standing committees. The Canadian Government was represented at all of these meetings. The Canadian Government was also represented at the Second Inter-American Conference on Social Security (sponsored by the ILO) held in Rio de Janeiro (for which the Department of Labour prepared a report on Unemployment Insurance); and was also represented in the small group selected from the Governing Body to attend both the Preparatory Regional Asian Conference held in New Delhi and the Regional Meeting for the Countries of the Near and Middle East held in Istanbul.

II.—INDUSTRIAL RELATIONS

Introduction

The conciliation work of the Industrial Relations Branch stems from two pieces of legislation and is treated hereunder in separate sections, in keeping with the legislative source from which the authority of the Branch is derived.

Conciliation machinery is provided by the Wartime Labour Relations Regulations (Order in Council P.C. 1003), February 17, 1944, in respect of all industries now covered by these Regulations with a view to the peaceful negotiation of collective agreements. Certain requirements of the Regulations must be complied with before such machinery may be invoked. The efforts of the Industrial Relations Officers may, if unsuccessful, be followed by the establishment of a Conciliation Board.

Conciliation of a more general nature may also be invoked under the provisions of the Conciliation and Labour Act (Chapter 110, R.S.C., 1927). Under this Act, Federal intervention is, in the main, restricted to industries over which the Dominion Government has constitutional jurisdiction. Within this field, conciliation may take place in regard to any strike or situation which, in the opinion of the Minister of Labour, calls for expedient measures. Such disputes are, however, distinct from and in addition to those coming within the provisions of the Wartime Labour Relations Regulations.

In respect of industrial relations the fiscal year ending March 31, 1948, was noteworthy for two important developments. The Provinces resumed their normal jurisdiction over labour relations, and progress was made in the development of new legislation to replace the Wartime Labour Relations Regulations and the Industrial Disputes Investigation Act, which was suspended for the period during which the Wartime Regulations remained in force.

Although the scope of the Department's activities were once more restricted to such industries as navigation and shipping, interprovincial transportation and communications, which are ordinarily within the legislative competence of the Dominion Parliament, the Industrial Relations Branch experienced a busy year. For the most part, demands for increased wages were predominant in collective bargaining in these industries. However, issues relating to vacations with pay, statutory holidays with pay, shorter hours of work and union security were prominent in collective bargaining. In one case involving various classifications of railway workers which was referred to a Conciliation Board, one of the first general revisions in working rules to be negotiated for many years was reached by mutual agreement. Disputes over union recognition or jurisdiction were very few, this, of course, reflecting the effectiveness of those provisions of the Regulations designed to take care of such disputes.

Conciliation Proceedings Under Wartime Labour Relations Regulations

Sections 11 to 14 of the Wartime Labour Relations Regulations provide for conciliation machinery to attempt settlement of disputes where negotiations for an agreement following certification of bargaining representatives, or negotiations for the renewal of an existing agreement, have been unsuccessfully continued for thirty days. Disputes of this nature are referred to the Minister of Labour by the Wartime Labour Relations Board (National). (Until May 15, 1947, such disputes in certain provinces were also referred to the Minister by the Provincial Boards in their respective jurisdictions.) A Conciliation Officer is then appointed to confer with the parties and endeavour to effect an agreement. If the Conciliation Officer is unable to bring about settlement of the matters in dispute and reports that in his view an agreement might be facilitated by the appointment of a Conciliation Board, a Board is then established by the Minister

of Labour. The duty of such a Board is to endeavour to effect an agreement between the parties on the matters in dispute and report its findings and recommendations to the Minister.

In establishing a Conciliation Board, each of the parties to the negotiations is required to nominate one person for membership on the Board. The two persons so appointed are then requested to recommend a third person as Chairman. If they fail to agree, the Minister of Labour appoints a Chairman.

During the fiscal year 1947-48, 135 cases were dealt with under the conciliation provisions of the Regulations. Of these cases, 36 were settled through the efforts of Conciliation Officers without recourse to Board procedure. Of the 75 cases concerning which reports were received as of March 31, 1948, 45 settlements were effected either during Board proceedings or subsequent to Board reports. In only one case did a strike occur following receipt by the parties of the Report of the Conciliation Board.

The 135 cases dealt with during the fiscal year included 52 disputes referred to the Minister of Labour by the Wartime Labour Relations Board (National) and 83 disputes referred to the Minister prior to May 15, 1947, by provincial Boards. By March 31, 1948, conciliation proceedings had been completed in all of the 83 provincial cases.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR RELATIONS REGULATIONS BY INDUSTRIES, APRIL 1, 1947 TO MARCH 31, 1948

Mining and Smelting—		
Metal	18	
Non-metallic	1	
		19
Manufacturing—		
Animal products (food)	2	
Vegetable products (food)	2	
Metal products	21	
Fur, leather and other animal products	2	
Textiles	2	
Printing and publishing	4	
Wood products	3	
Shipbuilding	1	
Non-metallic minerals and chemicals	2	
Rubber products	1	
		40
Transportation, Communications and Public Utilities—		
Steam railways	14	
Electric railways and bus lines	6	
Other local and highway transportation	6	
Air transportation	2	
Terminal elevators	5	
Water transportation	22	
Telegraphs and telephones	2	
Radio broadcasting	1	
Electricity and gas	2	
		60
Service—		
Public administration	2	
Business and personal	14	
		16
Total		135

ANALYSIS OF CASES CONSIDERED UNDER CONCILIATION PROCEEDINGS OF THE WARTIME LABOUR RELATIONS REGULATIONS, APRIL 1, 1947, TO MARCH 31, 1948

National	52	
Alberta	—	
British Columbia	3	
Manitoba	26	
New Brunswick	4	
Nova Scotia	8	
Ontario	37	
Prince Edward Island	—	
Quebec	4	
Saskatchewan	1	
Total		135

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR RELATIONS REGULATIONS, BY DISPOSITION OF CASES, APRIL 1, 1947, TO MARCH 31, 1948

	Prov. cases	National cases	Total
Applications for intervention granted during fiscal year ending March 31, 1948	20	49	69
Cases carried over from previous fiscal year	63	3	66
Total cases dealt with during fiscal year	83	52	135
As of March 31, 1948, the status of these 135 cases was as follows:			
Cases wherein Conciliation Officers had not reported by March 31, 1948	—	11	11
Cases disposed of by Conciliation Officers during the fiscal year	17	19	36
Cases not disposed of by Conciliation Officers and referred to the appropriate Provincial Ministers of Labour after May 15, 1947	5	—	5
Cases wherein Conciliation Boards were functioning on March 31, 1948	—	8	8
Cases wherein Conciliation Boards had reported by March 31, 1948 (see below)	61	14	75
Total	83	52	135
As of March 31, 1948, the disposition of the 75 cases wherein Conciliation Boards had reported by the end of the fiscal year was as follows:			
Settlements reported by Boards	12	1	13
Settlements reached as result of further negotiations following receipt of Boards' reports	24	8	32
Negotiations still in progress subsequent to receipt of Boards' reports	—	5	5
Failures to reach agreement subsequent to receipt of Boards' reports	25	—	25
Total	61	14	75

Industrial Disputes Inquiry Commissions Under Wartime Labour Relations Regulations

The Wartime Labour Relations Regulations give the Minister of Labour authority to appoint Industrial Disputes Inquiry Commissions of one or more members in two sets of circumstances. Under Section 46A (1) of the Regulations, he is empowered to make such an appointment where in any industry a dispute or difference between employers and employees exists or is apprehended, or in any other case where he deems it expedient to make inquiry into industrial matters.

Under Section 46A (6) of the Regulations, an Industrial Disputes Inquiry Commission may be appointed to inquire into any complaint that an employer, contrary to the Regulations, has discharged or otherwise discriminated against an employee in relation to any term or condition of employment because such employee is a member or officer or representative of a trade union. This provision is designed to prevent employers from engaging in anti-union activities of a certain type, and the Minister of Labour may, by order, require any person named in a complaint to do any act or cease to do any act as the Minister deems necessary to give effect to the recommendations of a Commission. Such orders are conclusive and binding upon the employer and employee and any other interested party, and persons failing to comply with an order are liable upon summary conviction to a fine not exceeding $500 for each day on which refusal or failure to comply continues.

During the fiscal year thirteen Commissions were appointed under Section 46A (1) to investigate disputes or other industrial matters, and three Commissions were appointed to investigate complaints that employees had been dismissed because they were union members or officers or representatives.

Of the thirteen Commissions appointed under Section 46A (1) of the Regulations, three dealt with industrial disputes or controversies. In one of these, a formula proposed by the Commissioner in his report to the Minister of Labour was used as the basis of further negotiations between the parties conducted by senior officers of the Department of Labour. These negotiations led to a settlement which averted strike action by the employees concerned. Another case was settled outright in accordance with the Commissioner's findings. In the third case, a six-week strike followed the submission of the Commissioner's report, but the dispute was finally settled by all parties agreeing to the implementation of the Commissioner's recommendations. A fourth Commissioner was appointed to act as returning officer in a consent vote.

Nine industrial matters dealt with by a Commission were cases involving appeals or applications to the National War Labour Board which remained pending when the powers of that Board were revoked. In each instance, the recommendations of the Commissioner provided a basis of settlement which was mutually satisfactory to the interested parties.

The results of the inquiries of the three Commissions established under Section 46A (6) of the Regulations are shown in the following table.

CASES DISPOSED OF BY INDUSTRIAL DISPUTES INQUIRY COMMISSIONERS UNDER SECTION 46A (6) ORDER IN COUNCIL OF P.C. 1003 DURING THE PERIOD FROM APRIL 1, 1947 TO MARCH 31, 1948.

Number of commissioners appointed	3
Number of employers affected	3
Number of employees involved	6
Number found to have been dismissed for cause	2
Number found to have been dismissed for economic reasons	4

Conciliation and Labour Act

The Conciliation and Labour Act (Chap. 110, R.S.C., 1927) is a consolidation of the Conciliation Act of 1900 and the Railway Labour Disputes Act, 1903. Among other things, it empowers the Minister of Labour to inquire into the causes and circumstances of any trade dispute, to appoint a conciliator on the application of employers or workmen interested, and on the application of both parties to appoint an arbitrator or arbitrators. Other provisions relate to the registration of conciliation boards constituted for the purpose of settling disputes between employers other than any railway employer and workmen, having a constitution, by-laws and regulations, or any body or association authorized by an agreement in writing made between employers other than railway employers and workmen to deal with such disputes; and to the appointment of a conciliation committee in cases of railway disputes. There is no jurisdictional limit expressed in the Act, but normally its provisions are utilized, in industries which are clearly within provincial jurisdiction, only upon the joint request of the parties or upon the express request or consent of the provincial authorities concerned.

For the purpose of administering this Act and complementary legislation the Department maintains an Industrial Relations Branch. The headquarters of the Branch, comprising a Director of Industrial Relations and staff, is located in Ottawa. Other industrial Relations Officers are stationed at Vancouver, Winnipeg, Toronto, Montreal and Fredericton, N.B.

During the fiscal year ending March 31, 1948, officers of the Industrial Relations Branch were called upon to deal with 54 industrial disputes under the Conciliation and Labour Act. These disputes involved 28,418 workers employed in 150 separate establishments. In the previous fiscal year the disputes handled under the Conciliation and Labour Act numbered 112, and involved 138,227 workers employed in 763 different establishments. (The large number of establishments affected in the year 1946-47 was accounted for mainly by the logging and lumbering strike in British Columbia which involved some 416 employers.)

A statistical analysis of the disputes which received attention under the provisions of the Conciliation and Labour Act during the fiscal year 1947-1948 follows:

INDUSTRIES		
Mining and Smelting		
Coal mining	7	
Metal mining	1	
		8
Manufacturing		
Animal products (foods)	2	
Vegetable foods	1	
Metal products	6	
Fur, leather and other animal products	1	
Textiles, clothing products, etc	1	
Shipbuilding	1	
		12
Construction		
Building and structures	3	3
Transportation and Public Utilities		
Steam railway	1	
Water	16	
Electric railways and local bus lines	1	
Miscellaneous	5	
Air	1	
Telegraphs and telephones	1	
		25
Trade	1	1
Service		
Public administration	3	
Business and personal	2	
		5
		54
NATURE OF DISPUTE OR SITUATION		
Strike or lockout	10	
Threatened strike or lockout	3	
Controversy	21	
Arbitration	20	
		54
MAJOR ISSUES INVOLVED		
Increase in wages	8	
Decrease in wages	1	
Increase in wages and other changes	9	
Increase in wages and union recognition	1	
Other causes affecting wages and working conditions	2	
Recognition of union	1	
Employment of union members only (including employment of members of only one union)	3	
Discharge of workers for union membership or activity	4	
Union jurisdiction	1	
To secure or to maintain union wages and working conditions	3	
Other union questions	6	
Discharge of workers (other than in connection with union questions and including refusal to reinstate)	3	
Employment of particular persons (other than re union question)	3	
Unfair practices	1	
Unclassified	8	
		54
DISPOSITION		
Strike terminated by mediation (other than as indicated below)	5	
Threatened strike averted by mediation	1	
Controversy terminated by mediation	7	
Decision rendered in arbitration	16	
I.D.I. Commissioner appointed under Section 46A (1) of Order in Council P.C. 1003	1	
Situation terminated by mediation and agreement signed or renewed	2	
Written statement terminating situation	1	
Dispute lapsed or called off; no further action required	14	
Referred to Wartime Labour Relations Board	2	
Referred to provincial authorities	1	
Other disposition	3	
Disposition pending	1	
		54

METHOD OF SETTLEMENT

Conciliation or mediation	15	
Direct negotiations	6	
Arbitration	16	
Administrative action	2	
Investigation only	13	
Settlement pending	2	
		54

Statistical Record of Strikes and Lockouts in Canada By Calendar Years

References and figures in the following statement pertain to all work stoppages due to industrial disputes in Canada without any distinction as to whether they are dealt with under Dominion or Provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and result of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following.

For the purpose of the statistical record a strike or lockout is a cessation of work involving six or more employees for at least one working day, or a number of workers for part of a day, which causes a time loss of ten or more man-working days. The compilation includes only workers directly affected, that is, those on strike or locked out, but the employees in the establishment who are indirectly affected, that is unable to work because of the work stoppage, are shown in a footnote when the number is important. Information as to such stoppages is received from various sources, such as officers of the Department throughout Canada, from Provincial Departments of Labour, from press clippings, etc. In each case an endeavour is made to obtain complete details from the parties concerned, that is from representatives of the workers involved and from the employer.

The number of strikes and lockouts in Canada during 1947 showed little change as compared with the preceding year, but the number of workers involved was only about 75 per cent and the time loss about 50 per cent of the 1946 totals.

During the calendar year 1947, there were 236 strikes and lockouts in existence. These involved 104,120 workers and caused a time loss of about 2,400,000 man-days. Comparable figures for the preceding year are 228 strikes and lockouts, 139,474 workers and more than 4,500,000 man-days of idleness.

Based on the number of non-agricultural wage and salary workers, the total amount of time lost due to strikes in 1947 was about one-quarter of one per cent of the estimated working time, as compared with one-half of one per cent in the preceding year. Each wage and salary worker in the average lost about three-quarters of a day in 1947 and about one and one-half days in 1946. The average loss of time for each worker involved in stoppages, while much lower than in 1946, was much greater than in any other year since 1925.

Strike activity tends to be greatest during periods of great industrial activity, particularly when inflationary forces are at work as at present and during and after World War I. The year 1946 was one of reconversion to peacetime activity. Controls on wages and prices were relaxed and the upward pressures on both were increased. Weekly earnings declined when weekly hours and overtime pay were reduced, with the result that demands for increases in wage rates were made in order to maintain take-home pay and to offset increases in the cost of living. In 1947, industrial activity continued at a high level. The cost of living advanced more rapidly than in the previous year and demands were renewed for further increases in wages.

The demand for increases in wages, often linked with various questions involving unionism, working conditions, etc., was a central issue in most of the important stoppages in 1947. About two-thirds of the total number during the year involved wage increases as an important cause. About 90 per cent of

TABLE I.—STRIKES AND LOCKOUTS IN CANADA BY YEARS, 1901-1947

Year	Number Beginning During the Year	Strikes and Lockouts in Existence During Year — All Industries: Number of Strikes and Lockouts	Number of Employers	Number of Workers Involved	Time Loss: In Man-Working Days	Average Per Wage and Salary Earner	Average Per Worker Involved	Per cent of Estimated Working Time
1901	97	99	285	24,089	737,808	...	...	...
1902	124	125	532	12,709	203,301	...	...	...
1903	171	175	1,124	38,408	858,959	...	...	...
1904	103	103	591	11,420	192,890	...	...	...
1905	95	96	332	12,513	246,138	...	...	...
1906	149	150	965	23,382	378,276	...	...	...
1907	183	188	950	34,060	520,142	...	...	...
1908	72	76	178	26,071	703,571	...	...	...
1909	88	90	372	18,114	880,663	...	...	...
1910	94	101	1,233	22,203	731,324	...	...	...
1911	99	100	533	29,285	1,821,084	...	...	...
1912	179	181	1,321	42,860	1,135,786	...	...	...
1913	143	152	1,077	40,519	1,036,254	...	...	...
1914	58	63	261	9,717	490,850	...	...	...
1915	62	63	120	11,395	95,042	...	...	...
1916	118	120	332	26,538	236,814	...	...	...
1917	158	160	758	50,255	1,123,515	...	...	...
1918	228	230	782	79,743	647,942	...	...	...
1919	332	336	1,967	148,915	3,400,942	1·79	22·84	0·60
1920	310	322	1,374	60,327	799,524	0·42	13·25	0·14
1921	159	168	1,208	28,257	1,048,914	0·66	37·12	0·22
1922	89	104	732	43,775	1,528,661	0·95	34·92	0·32
1923	77	86	450	34,261	671,750	0·39	19·61	0·13
1924	64	70	435	34,310	1,295,054	0·76	37·75	0·26
1925	86	87	497	28,949	1,193,281	0·69	41·22	0·23
1926	75	77	512	23,834	266,601	0·14	11·19	0·05
1927	72	74	480	22,299	152,570	0·08	6·84	0·03
1928	96	98	548	17,581	224,212	0·11	12·75	0·04
1929	88	90	263	12,946	152,080	0·07	11·75	0·02
1930	67	67	338	13,768	91,797	0·04	6·67	0·01
1931	86	88	266	10,738	204,238	0·10	19·02	0·04
1932	111	116	497	23,390	255,000	0·15	10·90	0·05
1933	122	125	617	26,558	317,547	0·20	11·96	0·07
1934	189	191	1,100	45,800	574,519	0·33	12·54	0·11
1935	120	120	719	33,269	288,703	0·16	8·68	0·05
1936	155	156	709	34,812	276,997	0·15	7·96	0·05
1937	274	278	630	71,905	886,393	0·44	12·33	0·15
1938	142	147	614	20,395	148,678	0·08	7·29	0·02
1939	120	122	243	41,038	224,588	0·11	5·47	0·04
1940	166	168	894	60,619	266,318	0·12	4·39	0·04
1941	229	231	658	87,091	433,914	0·17	4·98	0·06
1942	352	354	492	113,916	450,202	0·16	3·95	0·05
1943	401	402	651	218,404	1,041,198	0·35	4·77	0·12
1944	195	199	400	75,290	490,139	0·16	6·51	0·06
1945	196	197	418	96,068	1,457,420	0·49	15·17	0·17
1946	225	228	1,299	139,474	4,516,393	1·49	32·38	0·50
1947	232	236	1,173	104,120	2,397,340	0·77	23·02	0·26
Total	7,051	*7,209	*31,930	*2,185,390	37,095,332			

* In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

the total time loss resulted from these demands. Since the passing of Order in Council P.C. 1003, on February 17, 1944, recognition of union seldom has been an issue in industrial work stoppages.

Settlement of 91 of the 236 strikes and lockouts was by direct negotiations of the parties concerned, a larger proportion than in other recent years. The settlement of 86 strikes was by various government agencies. Of this number 50 were settled by provincial conciliation alone. Conciliation was a factor in 29 other cases which were referred to various boards or to arbitration.

A complete survey of strikes and lockouts in Canada during 1947 was published in a supplement to *The Labour Gazette* for April, 1948. Comparative figures (see Table 1) and charts covering the period 1901-1947 are included in the survey.

An annual review giving available information as to strikes and lockouts in certain other countries during 1947, with comparable figures for earlier years, may be found in the supplement mentioned above.

Developments in the Enactment of New Labour Relations and Conciliation Legislation*

The Honourable Humphrey Mitchell, Minister of Labour, on June 17, 1947, introduced in the House of Commons Bill No. 338, to provide for the investigation, conciliation and settlement of industrial disputes. The legislation was designed to replace the Wartime Labour Relations Regulations, P.C. 1003, presently in force, and the Industrial Disputes Investigation Act, in suspension during the existence of the Regulations. (For a summary of the provision of the Bill, its text, etc., see pp. 923-40, Labour Gazette, July, 1947).

The Bill was given second reading on June 24, and was referred to the Standing Committee on Industrial Relations. The Committee sat during late June and early July and heard the representations of organized labour, employers, and other interested parties, on the provisions of the Bill. The report of the Committee stated that, with prorogation imminent, it was impossible to give the Bill the consideration it required, and recommended that a similar Bill be introduced early in the next session of the House.

On July 4, the Right Honourable W. L. Mackenzie King, announced that Bill 338 would not be proceeded with during the session then in progress but would be allowed to stand over until another session in order to give Members of Parliament the opportunity of carefully studying the evidence given before the Industrial Relations Committee of the House of Commons.

On April 6, 1948, shortly after the close of the fiscal year under review, the Hon. Humphrey Mitchell introduced legislation in the House of Commons, the provisions of which were only slightly different from those embraced in Bill No. 338. (For a review of the revisions and the statement of the Minister of Labour in the House, see pp. 425-28, Labour Gazette, May 1948).

The new legislation, designated Bill No. 195 was given second reading on April 8, 1948, and referred to the Standing Committee on Industrial Relations.

Bill No. 195, an Act to Provide for the Investigation, Conciliation and Settlement of Industrial Disputes

The Industrial Relations and Disputes Investigation Act

The proposed legislation is designed to replace the Industrial Disputes Investigation Act, first enacted in 1907, the operation of which was suspended when the Wartime Labour Relations Regulations, P.C. 1003 of February 17, 1944, came into effect. The Regulations will be revoked when the proposed legislation comes into effect. It represents in large measure a revision of the Wartime Labour

* This section includes some developments in the early portion of the fiscal year 1948-49.

Relations Regulations with modifications and additions considered advisable following from the experience gained in the administration of the Regulations and in the light of representations received from provincial authorities and labour and employer organizations.

Summary

In summary the proposed Act provides for:

1. The right of employees to be members of trade unions and for employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements, and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, the taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative labour relations board to deal with applications relating to the right of trade unions to represent employees for collective bargaining.

10. The appointment of Industial Inquiry Commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the Dominion legislation in the application thereof to any industry.

The proposed Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlement of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative labour relations board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Application of the Act

The legislation applies to employees employed in industries which are within the legislative authority of Parliament to regulate. These include:—

(*a*) navigation and shipping;

(*b*) railways, canals, telegraphs, and other works and undertakings connecting a province with any other or extending beyond the limits of a province;

(*c*) lines of ships connecting provinces or extending beyond the limits of a province;

(*d*) interprovincial ferries or ferries between a province and any other country;

(*e*) aerodromes and air transportation;

(*f*) radio broadcasting stations;

(*g*) works or undertakings which have been declared for the general advantage of Canada or for the advantage of two or more provinces;

(*h*) any work, undertaking or business outside the exclusive legislative authority of the legislature of any province

and in respect of the employers of all such employees in their relations with such employees and in respect of trade unions and employers' organizations composed of such employees or employers.

Crown corporations are subject to the Act except where excluded by the Governor in Council (sec. 54).

For the purposes of the Act, the employees to whom the Act applies are those falling within the following definition of the term "employee";

"employee" means a person employed to do skilled or unskilled manual, clerical, or technical work, but *does not include*

(i) a manager or superintendent or any other person who in the opinion of the Board exercises management functions or is employed in a confidential capacity in matters relating to labour relations;

(ii) a member of the medical, dental, architectural, engineering or legal profession.

"employer" means any person employing one or more employees.

"trade union" or "union" means any organization of employees formed for the purpose of regulating relations between employers and employees. In other words, this definition is broad enough to include an unaffiliated plant employees' association, a local union chartered by or affiliated with a provincial, national or international union, or a provincial, national or international union.

Unfair Labour Practices

Employers are prohibited from interfering or participating in the formation or administration of trade unions or contributing to their support or from discriminating in regard to employment against any person on account of union membership or union activities (sec. 4).

Employers and all other persons are prohibited from using coercion or intimidation to compel any person to become or refrain from becoming or to cease to be a member of a trade union (sec. 4).

Trade unions are prohibited from attempting to organize employees during their working hours without the employer's consent (sec. 5).

Collective agreements negotiated between employers and unions containing closed or union shop or preferential hiring provisions are valid (as in the Wartime Labour Relations Regulations); but any provision in such an agreement which would require an employer to discharge an employee because he has membership in or engages in activities on behalf of any union, other than one specified in the agreement, is invalid. This latter provision is new (sec. 6).

Certification Proceedings

A trade union which has as members in good standing a majority of employees in a bargaining unit may apply to the Labour Relations Board to be certified by the Board as the exclusive bargaining agent for the employees in the unit (sec. 7).

The Board is empowered to certify a trade union as the bargaining agent for a group of employees which it finds constitutes a unit appropriate for collective bargaining, if it is satisfied that a majority of the employees in the unit are members in good standing of the union.

If the Board finds it necessary to order a vote in order to dispose of an application, it may certify the union obtaining the votes of the majority of employees in the bargaining unit (sec. 9).

These provisions differ from P.C. 1003 in that the trade union is recognized as the bargaining agent of the unit of employees, whereas in P.C. 1003 recognition was given only to persons elected directly by the employees or appointed by a trade union as bargaining representatives. In P.C. 1003 a written authorization by an employee authorizing a union to represent him for collective bargaining was counted as a trade union membership for the purposes of the certification proceedings. Such written authorizations are not recognized in the new legislation.

Where the majority of a craft or technical group are members of a union pertaining to such craft or technical skills, the union is entitled to be certified as the bargaining agent for the group if the group otherwise is an appropriate unit. This provision is similar to P.C. 1003 but in P.C. 1003 was confined to craft groups.

Recognition as a bargaining agent is denied to any trade union which in the opinion of the Board is (*a*) influenced by an employer so that its fitness to represent employees for collective bargaining is impaired; or (*b*) dominated by an employer (sec. 9 (5)). This provision is new.

The Board is authorized to revoke a certification granted to a trade union where it is of opinion that the union no longer represents the majority of employees in the bargaining unit (sec. 11). This provision is new.

Negotiation of Collective Agreement

Following upon the certification of a trade union as bargaining agent for a unit of employees, either the union or the employer of the employees may by notice require the other party to enter upon negotiations for the conclusion of a collective agreement. It then becomes the duty of the parties to meet and enter upon negotiations. Either party may ask for and obtain the conciliation services of the Department of Labour to assist the parties in negotiations. In event of lack of progress in reaching an agreement, a Conciliation Board may be appointed by the Minister of Labour on request of either party to assist the parties in concluding an agreement.

These provisions are similar to P.C. 1003 but conciliation services may be obtained at an earlier date than under P.C. 1003, if required.

Similar provisions apply in the case of negotiations for the renewal or revision of an existing collective agreement by the parties thereto (Secs. 12-16).

Strikes and Lockouts Prohibited During the Period of Collective Bargaining

Where a trade union acting on behalf of a unit of employees is entitled to require the employer to enter upon negotiations for the conclusion of a collective agreement,—

(*a*) the employees are prohibited from striking;

(*b*) the trade union is prohibited from declaring or authorizing a strike;

(*c*) the trade union is prohibited from taking a strike vote of the employees;

(*d*) the employer is prohibited from declaring a lockout of the employees; and

(*e*) the employer is prohibited from decreasing the wage rates or changing the other working conditions and terms of employment in effect at the time of the initiation of negotiations without the consent of the employees;

until the parties have complied with the provisions relating to negotiations and a Conciliation Board has been appointed to assist the parties in their negotiations and seven days have elapsed since the Board reported to the Minister of Labour on the results of its efforts,—or until in the alternative, upon application for the appointment of a Conciliation Board, the Minister of Labour advises that he does not intend to appoint a Board.

The same provisions apply in the case of negotiations for the renewal or revision of an existing collective agreement (sec. 21).

The provision prohibiting the taking of a strike vote until a Conciliation Board has reported and seven days have elapsed is new.

A trade union that is not entitled to represent a unit of employees as bargaining agent is prohibited from declaring or authorizing a strike of employees in that unit (sec. 23).

Collective Agreements

Every collective agreement must contain an appropriate procedure to provide for the final settlement by arbitration or otherwise of any disputes concerning the interpretation or violation, and if the agreement does not contain such a provision the Labour Relations Board may establish such procedure on application.

The parties bound by the agreement are required to comply with the provision for final settlement in the agreement, and failure to do so constitutes a violation of the Act (sec. 19).

Collective agreements have effect for at least one year unless the Labour Relations Board consents to earlier termination thereof by the parties (sec. 20).

Strikes and lockouts are prohibited during the time a collective agreement is in force, subject to the one exception that if the parties have agreed to re-negotiate any provision of the agreement during the life of the agreement, the provisions of the Act applicable to the negotiation of an agreement in the first instance apply to such re-negotiation (sec. 22).

Enforcement

Penalties are provided by way of fine on summary conviction for contravention of the unfair labour practice provisions, for contravention of the collective bargaining procedure, and for contravention of the strike and lockout provisions (secs. 39, 40, 41, 42).

Where an employer is convicted of wrongfully dismissing an employee for union membership or activities, the court may require the employer to pay backwages to the employee and may order the employer to reinstate the employee (sec. 40). This is new.

Complaints of failure on the part of an employer or trade union to comply with the provisions for collective bargaining may be referred by the Minister of Labour to the Labour Relations Board to investigate. Whereupon such reference the Board finds that a party to collective bargaining has refused or failed to negotiate with the other party in accordance with the provisions of the Act, the Board may make an order directed to such party to require compliance with the provisions of the Act. Failure to comply with the Board's order is a contravention of the Act (sec. 43). This is new.

The Minister may refer any complaint alleging there has been a contravention of the Act to an Industrial Inquiry Commission or a conciliation officer for preliminary investigation and report, and he may take such report into consideration in determining whether consent to prosecute shall be given (sec. 44). This is new.

No prosecution may be instituted under the Act without the consent of the Minister of Labour. (Sec. 46).

For the purpose of any prosecution under the Act, a prosecution may be instituted against a trade union or employers' organization in the name of the union or organization, and for the purpose of such prosecution a trade union or employers' organization is deemed to be a person (sec. 45). This is new.

Industrial Inquiries

The Minister of Labour may appoint an Industrial Inquiry Commission of one or more persons to inquire into industrial matters or any industrial dispute. The procedure for appointment and use of these commissioners is similar to the provisions for this purpose in P.C. 4020 of June 6, 1941, which was used very effectively during the war period (sec. 56).

The Minister of Labour administers the Act (sec. 57).

Labour Relations Board

Provision is made for the appointment by Order in Council of a labour relations board designated the "Canada Labour Relations Board" consisting of a chairman and not more than eight other members representative in equal numbers of employers and employees (see secs. 58-61). The duties of the Board are those assigned to it under Part I of the Act, namely:—

1. To dispose of applications and disputes concerning the right of trade unions to represent employees in collective bargaining (secs. 7, 8, 9, 11).
2. On application, to prescribe procedures to be observed by parties to a collective agreement in disposing of grievances arising under the agreement.
3. At request of the Minister, to investigate complaints of failure on part of a union or an employer to enter on collective bargaining negotiations or to make a reasonable effort to effect an agreement and take appropriate action in respect thereto.

Arrangements with Provinces

Where a province enacts legislation corresponding to the provisions of Part I of the Act, and desires the Dominion authorities to administer it in relation to one or more industries to which the provincial legislation applies, the Minister of Labour with approval of the Governor in Council is authorized to enter into an agreement with the province for such purposes and in such instance or in any other case if the provincial legislation so provides and the Governor in Council authorizes, the Dominion authorities are empowered to administer the legislation in its application to such industries (secs. 62-63). This provision is new.

Certifications granted under P.C. 1003 are protected under the new Act. Where bargaining representatives were certified under P.C. 1003 on the application of a trade union for a unit of employees, that trade union is for the purposes of the Act considered to have been certified under the Act for the same unit of employees.

The Act comes into force by proclamation.

Major Differences Between the Provisions of the Bill and the Provisions of P.C. 1003

1. By reason of the changes in the definition of the term "employee", the classes of supervisory employees excluded from the application of the Act are somewhat wider than in P.C. 1003. Exclusions extend to persons exercising management functions, whereas in P.C. 1003 such exclusions were limited by definition to persons having authority to hire or discharge employees.

On the other hand, the exclusion of confidential employees is confined to persons employed in a confidential capacity in relation to labour relations, whereas in P.C. 1003 the exclusion of persons employed in a confidential capacity was not so limited by definition.

2. Trade unions may be certified as bargaining agents for employees, but there is no provision for certification of individuals as bargaining representatives. Under P.C. 1003 only individuals elected by the employees or selected by the trade union representing the majority of employees could be certified as bargaining representatives of employees.

3. The basic requirement of the legislation for the certification of a trade union as the exclusive bargaining agent for a unit of employees is that the majority of employees in the unit are members in good standing of the union. In P.C. 1003 written authorizations given by employees in favour of a union were accorded recognition as the equivalent of actual union membership for purpose of certification.

4. There is provision giving the Board discretion to revoke certification granted to a union if satisfied that the union no longer represents the majority of employees. In P.C. 1003 when once certified there was no provision for revocation of certification except when displaced by the bargaining representatives selected by another union organization.

5. The certification of company dominated unions is prohibited.

6. The provisions for use of conciliation services are modified to permit earlier access thereto, if required, than under P.C. 1003.

7. Unions are prohibited not only from declaring or authorizing strikes until the collective bargaining procedure and conciliation measures prescribed have been complied with, but also from taking a strike vote of the employees concerned until these procedures and measures have been complied with. This latter provision is new.

8. Employers during the same period of negotiations and conciliation may not reduce wage rates or change working conditions in effect, without the consent of employees. This provision, while it was in the I.D.I. Act, was not incorporated in P.C. 1003 until amendments made in January, 1947. The provision is incorporated in the new legislation.

9. The provision of the legislation giving the court, which finds an employer guilty of discharging an employee for union activities contrary to the Act, the authority to order payment of back wages to the employee and his reinstatement, are new, as well as those provisions which give the Labour Relations Board authority to investigate complaints of failure to bargain collectively upon request of the Minister of Labour and give redress where the complaint is found to be justified.

10. The provision providing that for the purpose of prosecution under the Act a trade union or employers' organization is deemed to be a person is new.

11. The use of Industrial Inquiry Commissions for preliminary investigation of complaints of infractions of the Act is not in P.C. 1003 but corresponds in principle with the use made of such Commissions under P.C. 4020 during the wartime period.

III.—WARTIME LABOUR RELATIONS BOARD (NATIONAL)

The Wartime Labour Relations Board (National) is charged with the administration of the Wartime Labour Relations Regulations, Order in Council P.C. 1003. From 1944 down to the first few weeks of the fiscal year under review, several provincial Labour Relations Boards were associated with the National Board in the administration of the Regulations but such association was terminated, except for certain matters pending concerning appeals to the National Board and conciliation cases in the hands of the Minister of Labour, with the ending of the agreements providing for wartime Dominion-Provincial co-operation in matters of labour relations.

This report is confined largely to the significant developments affecting the Regulations and their administration during the fiscal year ending March 31, 1948, and includes statistical material concerning the activities of the National Board. Reports for the past four previous fiscal years have contained material concerning: the content of the Regulations, personnel of the Board, the amendment of the Regulations, the Dominion-Provincial agreements under the Regulations, the scope and jurisdiction of the National Board and of the provincial Boards then existing and participating in the administration of the Regulations, the procedural Regulations of the National Board, the practice of the National Board as revealed by an annual digest of its decisions, and the statistical summaries of cases dealt with by the National and the then existing provincial Boards. For complete information on such matters, reference should be made to the earlier reports as certain material has not been repeated from year to year. The information is repeated here only in so far as it is necessary to the understanding of developments during the fiscal year under consideration.

Personnel of the Board

Chairman: the Hon. Mr. Justice G. B. O'Connor, Edmonton, Justice of the Appellate Division of the Supreme Court of Alberta;

Vice-Chairman: Mr. A. H. Brown, Departmental Solicitor and Assistant to the Deputy Minister of Labour, Department of Labour, Ottawa;

Members: Mr. A. R. Mosher, Canadian Congress of Labour, Ottawa; Mr. W. L. Best, Brotherhood of Locomotive Firemen and Enginemen, Ottawa; Mr. G. Picard, Canadian and Catholic Confederation of Labour, Montreal; Mr. J. A. D'Aoust, International Brotherhood of Paper Makers, Wrightville, Que; Mr. H. Taylor, Canadian National Carbon Co. Ltd., Toronto; Mr. A. Deschamps, Contracting Engineer, Montreal; Mr. A. J. Hills, Ottawa, and Mr. E. R. Complin, Canadian Industries, Ltd., Montreal.

Chief Executive Officer: Mr. M. M. Maclean, Director of Industrial Relations and Assistant to the Deputy Minister of Labour, Ottawa.

Secretary: Mr. Bernard Wilson, Industrial Relations Officer of the Department of Labour, Ottawa.

Legislative Basis of the Regulations

The Regulations were passed under the authority of the War Measures Act by Order in Council P.C. 1003 of February 17, 1944, and were continued in effect from January 1, 1946, under the authority of The National Emergency Transitional Powers Act, 1945, and Order in Council P.C. 7414 of December 28, 1945, passed under the said Act.

The National Emergency Transitional Powers Act, 1945, was continued in force and effect until May 15, 1947, at which date it expired. However, under the provisions of The Transitional Measures Act, 1947, and the Continuation of Transitional Measures Act, 1947, as amended, the provisions of the Wartime Labour Relations Regulations, Order in Council P.C. 1003, have been continued in effect in so far as they apply to employees employed on works, undertakings and businesses which are ordinarily within the legislative jurisdiction of Parliament.

Amendments to the Regulations

The Regulations have been amended on various occasions since their effective date, March 20, 1944. During the year under review, the Regulations were further amended, effective May 15, by Order in Council P.C. 1981 of May 20, which deleted paragraph (*c*) of subsection (1) and subsection (4) of Section 3. These amendments, which withdrew the application of the Regulations to employees and employers under provincial jurisdiction, were necessary because of the termination of the remaining Dominion-Provincial agreements as of the same effective date.

Dominion-Provincial Agreements

The continuation of the Wartime Labour Relations Regulations described above, however, did not extend to employees employed in industries under the legislative jurisdiction of the provinces. Effective May 15, 1947, the arrangements which had been in effect between the Dominion and a number of the provinces for the joint administration of the Wartime Labour Relations Regulations in their application to industries within the legislative jurisdicton of the provinces, lapsed. On that date the provinces reassumed responsibility for the administration of all existing labour relations legislation applicable to employees and employers in industries within the legislative jurisdiction of the province.

The last of the Dominion-Provincial agreements, made under Section 36 of the Regulations and providing for the administration of the Regulations in the provinces, came to an end early in the fiscal year under review. As is reported in greater detail in the corresponding section of the Report for the fiscal year ending March 31, 1947, the agreements with the Provinces of British Columbia, Manitoba, New Brunswick and Nova Scotia expired May 15, 1947. The agreement with the Province of Ontario was terminated effective April 3, 1947, and agreements with the Provinces of Saskatchewan and Quebec expired effective April 1, 1947.

Functions of the National Board

By virtue of the Regulations, the National Board is authorized to perform various functions on behalf of those employees and employers within its jurisdiction. The most important functions are:

1. Certification of bargaining representatives upon application and when, following an investigation conducted by the Board and a hearing of the parties if desired, such representatives are shown to be properly elected by an employee's organization or chosen by a trade union and supported by a majority of the employees affected. In performing this certifying function, the Board must determine the appropriateness of the unit (the groups of employees or plant or portions of a plant covered by the application) for collective bargaining purposes. The Board must also decide upon the exclusion of confidential and supervisory employees, exercising management functions, from the bargaining unit;

2. Intervention with a view to completion of a collective agreement. Where negotiations have failed to bring about an agreement, the Board on request must refer or certify the matter to the Minister of Labour for the appointment of a Conciliation Officer and, if recommended by the Officer, a Conciliation Board;

3. Establishment of a procedure for the final settlement of disputes concerning the interpretation or violation of the terms of a collective agreement. This function is confined to situations where the agreement itself lacks a procedure for the final settlement of such disputes;

4. Instituting or granting or refusing permission to institute prosecutions for violation of the Regulations. It is within the discretion of the Board to institute court proceedings or to grant or withhold permission to prosecute in matters concerning unfair labour practices, illegal strike or lock-out action, bargaining in bad faith, or other breach of the Regulations. Leave of a Board is necessary before Court action can be taken.

Board Regulations Relating to Procedure

The procedural Regulations of the National Board were adopted on June 7, 1944, pursuant to Section 27 of Order in Council P.C. 1003, and given the approval of the Minister of Labour. From time to time the procedural regulations have been amended but no such amendments were made during the fiscal year under review.

Board Hearings

During the fiscal year ending March 31, 1948, the National Board held 24 meetings, sitting every four or five weeks for two- or three-day sessions. In addition to other activities, statistics of which are given below, some 49 hearings were held, with approximately 79 employers and 85 trade unions and employees' organizations being represented before the Board. About one-third of the meeting time of the Board was occupied in hearing these oral representations. Thirty-seven of the hearings involved applications for certification, nine involved appeals or groups of appeals from the decisions of provincial Boards and three concerned applications for leave to prosecute.

Statistics

During the fiscal year 1947-48, the National Board dealt with a total of 208 applications for certification of bargaining representatives, 50 of which had been carried over from the previous fiscal year. The Board issued 80 certificates designating bargaining representatives. A total of 43 applications were rejected by the Board and 52 were withdrawn by the applicants. Decision of the Board was pending on 33 applications at the end of the fiscal year.

In dealing with applications for the certification of bargaining representatives, 30 representation votes were ordered by the Board during the fiscal year.

From April 1, 1944, to March 31, 1948, the Board ordered 122 representations votes of employees, 100 of which resulted in the granting of certification. In 20 other cases the employees had not accorded majority support to the bargaining representatives and the applications were dismissed. In the remaining two cases, the balloting had not been completed at the end of the year.

Pursuant to the various Dominion-Provincial agreements the National Board had dealt with application for leave to appeal and appeals from the decisions of provincial Boards. With the termination of the last of the agreements on May 15, 1947, this appeal function ended except as to certain matters pending before the National Board at that date wherein the provincial Board had granted leave to appeal.

From April 1, 1947, until May 15, 1947, the National Board dealt with nine appeals, three being granted and six denied. In all, from 1944 down to the termination of its appeal function, the Board dealt with 140 appeal cases, 35 being granted, 95 denied and 10 withdrawn.

During the fiscal year the National Board granted 49 applications for the intervention of the Board with a view to the completion of a collective agreement. The 49 cases were referred to the Minister of Labour for the appointment of Conciliation Officers and, if recommended by the Officers, the appointment of Conciliation Boards. The Board also granted three applications for leave to prosecute, refusing two others.

IV.—FAIR WAGES POLICY

The Fair Wages Policy of the Dominion Government was originally adopted as a Resolution of the House of Commons in 1900 and was later expressed in an Order in Council of June 7, 1922, which was subsequently amended by an Order in Council of April 9, 1924. The Fair Wages Order in Council contains certain conditions marked "A" which are applicable to contracts for building and construction work, and certain other conditions marked "B" which apply in the case of contracts for the manufacture of various classes of Government supplies and equipment.

Respecting contracts for building and construction work, the "A" conditions of the 1924 Order in Council were superseded, in so far as wages and hours were concerned, by a statute entitled the "Fair Wages and Eight Hour Day Act, 1930". This Act was, in turn, superseded by the "Fair Wages and Hours of Labour Act, 1935", which is still in effect. The clause relating to wages and hours is in the terms following:

> All persons in the employ of the contractor, sub-contractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages. The working hours of persons while so employed shall not exceed eight hours per day or forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister. Fair wages are defined in the Act as "such wages as are generally accepted as current for competent workmen in the district in which the work is being performed for the character or class of work in which such workmen are respectively engaged; but shall in all cases be such wages as are fair and reasonable".

This Act applies not only to contracts made with the Government of Canada for the construction, remodeling, repair or demolition of any work, but also to workmen employed on works of this nature by the Government direct who are excluded from the provisions of the Civil Service Act. It applies also to such works as are assisted by Government aid in the form of contribution, subsidy, loan, advance or guarantee.

On December 31, 1934, an Order in Council was passed rescinding the "B" conditions of the Fair Wages Order in Council previously in effect and substituting other conditions therefor. In addition to the original provision requiring the payment of wage rates not less than those generally accepted as current for competent workmen in the district in which the work was to be performed, the 1934 Order in Council stipulated minimum rates of 30 cents per hour for male workers 18 years of age and over and 20 cents per hour for female workers 18 years of age and over. Order in Council P.C. 3884, of May 30, 1941, raised the minimum rates to 35 cents per hour for males and 25 cents per hour for females, 18 years of age and over, and Order in Council P.C. 7679, October 4, 1941, made these conditions applicable to all employees in an establishment of any contractor engaged in the manufacture of supplies and equipment for the Government, regardless of whether such employees were actually engaged in the execution of the contract. Both these Orders, however, were passed under the provisions of the War Measures Act and were continued under the National Emergency Transitional Powers Act, but lapsed effective April 1, 1947, when P.C. 1166 did not provide for their continuance. A proposed revision of the "B" conditions as to minimum wage rates was receiving consideration at the end of the year.

By Order in Council P.C. 6801, November 23, 1940, Regulations under the Fair Wages and Hours of Labour Act, 1935, made the Deputy Minister of Labour responsible for the investigation of claims for the payment of wages specified in fair wages schedules, and established a procedure for the settlement of such claims.

The responsibility for concurrence in the recommendations for the establishment of prevailing rates of pay for prevailing rates employees of the Government rests with the Department of Labour.

Departments of the Government contemplating the calling of tenders for construction projects furnish the Department of Labour with particulars as to the nature of the work, the locality, the approximate cost, and the classifications likely to be employed. The Department of Labour, thereupon, furnishes the Department concerned with a fair wage schedule showing the minimum wage rate to be paid for each classification, together with the standard conditions as specified in the "A" conditions. The schedule and conditions are included in the specifications and form part of the contract. Departments awarding contracts for the supply and manufacture of supplies and equipment include in the contract the standard "B" conditions.

During the fiscal year ending March 31, 1948, the Department of Labour issued 602 fair wage schedules as compared with 486 schedules during the fiscal year 1946-47, and 354 for the fiscal year 1945-46. The approximate total value of contracts reported to the Department as having been awarded during the year was $43,899,122. During the same period the sum of $6,300.73 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, or to meet the conditions respecting prevailing rates set out in the "B" conditions. Adjustments were made in respect of 227 workers, and in five additional cases where the employees concerned could not be located the amounts due them were being held in suspense. During the fiscal years 1946-47 and 1945-46, such collections totalled $1,174.63 and $2,381.59, respectively.

V.—LABOUR-MANAGEMENT CO-OPERATION SERVICE

The Labour-Management Co-operation Service was established on May 15, 1947, as a section of the Industrial Relations Branch to continue the work of promoting labour-management production committees formerly carried on by the Industrial Production Co-operation Board. The Board had been created January 18, 1944, by Order in Council P.C. 162, as a joint undertaking of the Department of Munitions and Supply and the Department of Labour, to promote production co-operation in war industries. With the passing of the war emergency, the responsibility for the work was transferred to the Department of Labour.

Under Order in Council P.C. 5064, dated December 23, 1947, an Advisory Committee, consisting of representatives of employers' organizations and trade unions, was appointed to act in an advisory capacity to the Minister of Labour on matters concerning the Service. The Committee held its initial meeting in Ottawa during January and recommended an expansion of the Service's operations and a concentration of activity on those industries where increased production was most needed.

The chairman of the Unemployment Insurance Commission is chairman of the Advisory Committee. The following are represented on the committee: Trades and Labour Congress of Canada; Canadian Congress of Labour; Canadian and Catholic Confederation of Labour; Canadian Manufacturers' Association; Canadian Construction Association; Ontario Pulp and Paper Makers' Safety Association; Railway Employees' Department, Division No. 4, American Federation of Labour; and the Railway Association of Canada.

The number of labour-management production committees of which the Board had a record at April 1, 1947, was 511, covering 247,692 workers. By March 31, 1948, the number of committees had increased to 554 covering 266,859 workers. Table I shows the distribution of labour-management production committees by industry and the number of employees covered by the committees.

The Service continued the monthly publication "Teamwork in Industry" and its circulation continued to increase during the year.

In addition to the bulletin, the Service published and distributed during the year, in English and in French, "Making the Most of Your LMPC", an information bulletin suggesting the possibilities for extending the activities of established committees, and a folder describing films and filmstrips dealing with labour-management production committees available through the Service. A monthly poster and pay envelope stuffer service was begun in September, 1947. Taking as their general theme "Produce for Prosperity", the posters and stuffers dealt with such varied questions as good housekeeping, safety, production, absenteeism, and job simplification.

A 16 mm. sound film "Take It Up With the LMPC", dealing with accomplishments of typical labour-management production committees, was produced for the Service by the National Film Board. A discussion trailer was added to the film for general distribution.

Fieldmen located at Fredericton, Three Rivers, Montreal, Toronto, Hamilton, St. Catharines, Kitchener, London, Windsor, Winnipeg, and Vancouver continued to promote the formation of committees. During the period May 15, 1947 to December 31, 1947, 337 visits were made to established committees or to management and union representatives for the purpose of discussing the operations of these committees and to render such service as was necessary to make them function more effectively.

TABLE 1.—NUMBER OF COMMITTEES AND NUMBER OF WORKERS REPRESENTED ON LABOUR-MANAGEMENT PRODUCTION COMMITTEES IN CANADA, BY INDUSTRIES AT MARCH 31, 1948

Industry	Number of Labour-Management Production Committees		Number of Workers Covered by Committees
MINING		41	24,591
Metallic ores	12		10,052
Coal	26		12,240
Other non-metallic minerals	3		2,299
MANUFACTURING		334	154,144
Textile products	22		9,164
Rubber and its products	5		4,040
Pulp, paper and paper products	37		22,820
Printing and publishing	8		1,638
Lumber and its products	21		5,721
Edible plant products	24		5,686
Furs	2		211
Leather and leather products	25		4,881
Edible animal and sea products	20		7,035
Iron and its products	85		40,852
Non-ferrous metals and their products	16		18,259
Clay, glass and stone products	5		1,641
Non-metallic mineral products	10		1,028
Tobacco products	1		1,289
Beverages	7		3,531
Electric light and power	4		3,351
Chemical and allied products	22		5,869
Electrical apparatus	18		16,889
Miscellaneous	2		239
CONSTRUCTION		2	8,676
TRANSPORTATION		119	56,144
Steam railway	103		51,438
Air, street, and electric railways, forwarding and storage	16		4,706
COMMUNICATIONS		40	10,264
Telegraph	8		3,264
Telephone	32		7,000
TRADE—Retail and Wholesale		3	1,655
SERVICE		15	11,385
Totals		554	266,859

VI.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE NATIONAL EMPLOYMENT SERVICE

The Unemployment Insurance Commission publishes a report on all activities of the Commission during the fiscal year. The report includes information in detail on the operations of the National Employment Service.

VII.—CANADIAN VOCATIONAL TRAINING

The Training Branch of the Department of Labour is responsible for administering the various vocational projects known under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942. During the fiscal year ending March 31, 1948, these comprised the following main divisions, all carried on by means of Dominion-Provincial Agreements:—

(1) Youth Training, for the training of young persons, including assistance to students.

(2) Supervisory Training, for industrial foremen.

(3) Apprentice Training, for the training of indentured apprentices under the authority and jurisdiction of the Provincial Apprenticeship Acts.

(4) The Re-establishment Training Agreement, including two schedules—Schedule "L" for the training of discharged members of the Forces, and Schedule "M" for the training or retraining of unemployed persons.

(5) Vocational Schools Assistance Agreement, to provide Dominion financial assistance to the provinces for the carrying on and development of vocational training on the secondary school level.

(6) The replacement in provincial and municipal schools of equipment seriously depreciated through use in War Emergency Training.

From the inception of Dominion-Provincial Training in 1937 up to March 31, 1948, the gross enrolment has been 907,628.

GROSS ENROLMENT DURING THE YEAR

Youth Training	4,046
Student Aid	2,436
Supervisory Training	12,850
Training of Civilian Workers	259
Apprentice Training	3,625
Training of Discharged Members of the Forces	15,294
Total	38,510

The appropriations administered by the Training Branch during the fiscal year 1947-48 were as follows.

Youth Training	$ 525,000
Apprentice Training	300,000
Vocational Schools Assistance	2,000,000
Vocational Schools Capital Expenditures	2,000,000
Replacement of Depreciated Equipment	300,000
Training of Civilian Workers	750,000
Training of Discharged Members of the Forces	8,500,000
Administration	73,180
Advisory Council	4,000
Supervisory Training	30,000
Total	$14,482,180

General Administration

The fiscal year showed a decline in the number of veterans trained, but a definite increase in other types of training. The number of apprentices increased considerably in several provinces, and there was also some increase

in the numbers of unemployed persons who were given vocational training. Larger expenditures were made in the provinces under the Vocational Schools Assistance Agreement. This represented an increase in work at Head Office.

The Re-establishment Training Agreement (providing for training of veterans and unemployed civilians) was to terminate on March 31, 1948, and it was necessary to make provision for carrying on its activities in the ensuing year. This afforded a suitable occasion to obtain provincial co-operation in modifying and consolidating the existing agreements which had grown up in the past few years. The object was two-fold:

1. To consolidate the numerous appropriations for the Training Branch, thus simplifying the estimates and making it possible for funds to be transferred among the various primaries of the general estimate. This permits greater flexibility in expanding or contracting individual projects as circumstances warrant.

2. To eliminate certain features in the agreements designed to meet possible emergency conditions in the immediate post-war period, and to adapt the agreements to normal co-operative vocational projects.

With the above objects in view, a consolidated agreement, to be called the Vocational Training Agreement, was recommended by the Advisory Council to the Minister, at its October meeting. This agreement included divisions and schedules for Youth Training, Supervisory Training, Training of Veterans, and Training of Unemployed Civilians. It would be effective for two years, and the approved costs would be shared equally between the province and the Dominion, except for the veterans' training which, as in previous years, would be paid by the Dominion.

Drafts of this agreement were sent out to all provinces in November and were very favourably received, with some alterations (mostly of a minor nature), requested. The agreement was then re-drafted in final form, and placed before the Governor General in Council to obtain the necessary authority for the Minister of Labour to sign. Approval was given by P.C. 1146 of March 25, 1948. Copies of the agreement were then sent to all Provincial Ministers concerned, for their signatures, and completion, to be effective April 1, 1948.

During the course of the year the Head Office Staff of the Training Branch was reduced from seventeen at April 1, 1947, to thirteen on March 31, 1948. Although the number of staff decreased, there was a new appointment of a technical officer whose main duty is to supervise activities carried out under the Vocational Schools Assistance Agreement. The Supervisor of Women's Training resigned during the year in order to resume teaching in Saskatoon. The Training Branch was fortunate in that no new appointments as Regional Directors required to be made.

The Vocational Training Advisory Council met on two occasions during the year to discuss various matters and to advise the Minister with regard to the training program generally. During the year the term of office of Miss B. Oxner, Dr. F. H. Sexton, Dr. F. Peacock and Messrs. Complin, Dowd and Herwig expired. Dr. Peacock and Messrs. Dowd and Herwig were reappointed for a further term of three years. Miss Marion M. Graham, of Saskatoon, formerly Supervisor of Women's Training with the Department of Labour, replaced Miss B. Oxner. Mr. W. H. C. Seeley, of the Toronto Transportation Commission, replaced Mr. Complin. Mr. E. K. Ford, Director of Vocational Education for the Province of Nova Scotia, replaced Dr. F. H. Sexton. Major P. E. Milette tendered his resignation as a member of the Advisory Council in October, 1947, and was replaced by Mr. G. Poisson, Deputy Minister of Social Welfare and Youth for the Province of Quebec. All the new appointments were made for a three-year term from December 1, 1947, and Mr. Poisson was appointed to fill the unexpired portion of Major Milette's appointment, which runs until

December 1, 1949. The names of the present members of the Advisory Council, and also the names of Regional Directors for the various provinces, are shown in appendices.

The various types of training which were carried out during the year under review are dealt with in detail under separate headings.

Youth Training

The Youth Training Agreement was again in operation in all provinces during the fiscal year under review. Youth Training was the pioneer form of co-operative training which was undertaken between the Dominion and Provincial Governments. It was begun as an experiment but it has long since passed that stage, as the fiscal year 1947-48 was the eleventh year during which it operated. Although Youth Training in its strict sense has been carried on in a very limited way for the last few years, it must be emphasized that it constituted the foundation on which was built, when the need arose, the more extensive plans of War Emergency and Veteran Training. The co-operation achieved between the Dominion and the provinces in Youth Training made possible these latter developments, which in turn have been brought to a successful conclusion.

The amount placed in the estimates for 1947-48 for Youth Training was $525,000. This amount had to provide for expenditures made under the 1947-48 program, and also for commitments incurred in previous years and not paid for from funds previously allotted. Expenditures approved under this agreement were shared equally between the provinces and the Dominion. Requests were put forward by the provinces for funds to provide specific types of training, and these were approved by the Minister of Labour and embodied into schedules. Persons eligible for training under this agreement are men and women between the ages of sixteen and thirty. Allotment of funds to each province and expenditures during the fiscal year under review are shown in Table 1. Enrolments in each province are shown in Table 2.

Aside from assistance to students, which is dealt with separately in the next section of this report, the projects carried on under this agreement were again very limited. They provided mainly for various types of training for rural young people. Rural home making, general agricultural courses, and courses in specific agricultural subjects predominated. The classes carried on in each province are listed below:—

Prince Edward Island

Men—Blacksmithing, Carpentry (1), Farm Mechanics (1).
Men and Women—Poultry (1).
Women—Homecraft and Handicraft (1).

Nova Scotia

Men and Women—Urban occupational classes (3).
Men—Fishermen (3).

New Brunswick

Women—Rural Homecraft and Handicraft (2).
Men—Agricultural and Farm Mechanics (5).

Quebec

Women—Homecraft and Handicraft (2), Rugmaking (1).
Men and Women—Poultry (3), Egg Grading (2), Beekeeping (2), Horticulture (2), Rural Leadership and Agriculture (31), Woodcarving (1).
Men—Fishermen, Poultry Grading, Potatoes, Forestry (3).

Manitoba

Men—Farm Mechanics and Agriculture (3).

Saskatchewan

Women—Rural Homecraft, two-week courses (5), six-week courses (4).
Men—Implement Repair (8), Agriculture, two-week courses (26), six-week courses (4), Farm Mechanics (2), School of Agriculture (1).

Alberta

Women—Rural Homecraft (3), Nurses' Aides.
Men—Dairying.

British Columbia

Women—Power Sewing Machine.
Women and Men—Rural Leadership (1), General Agriculture (3).

Assistance to Students

The schedule of the Youth Training Agreement which provides for assistance to students was again in effect in all provinces. This is the most extensively used of all the Youth Training Schedules. Persons eligible for assistance are nurses in training at hospitals and students who are in a course leading to a degree at a university and who have good academic standing, but who could not continue their course without financial assistance. Each province decides whether the assistance takes the form of a loan, an outright grant, or a combination of the two. This feature of the Youth Training Agreement is of considerable national importance, in that it permits students who have demonstrated their academic ability, to remain at universities when they would otherwise have to withdraw for financial reasons. It also makes the nursing profession, which always needs recruits, an attainable goal for young women who really desire to become nurses, and would be unable to take the necessary training without financial assistance.

During the fiscal year 1947-48, Dominion Government expenditures for assistance to students amounted to $140,500 as grants and $55,000 as loans. Financial help was given to 302 nurses-in-training and 2,127 students at universities. The number assisted in each province is shown in Table 2. Included in the total of university students assisted were 448 taking courses in medicine, 84 in dentistry, 383 in engineering, 70 in agriculture and 905 in arts and science. The approximate Dominion contributions in each province were—P.E.I., $3,925; N.S., $6,450; N.B., $11,450; Que., $67,475; Ont., $50,000; Man., $1,610; Sask., $19,650; Alta., $10,940; B.C., $23,900.

During the war years, and up to March 31, 1946, the Special Dominion Student Aid Fund, which was operated entirely with Dominion funds, had loaned approximately $250,000 to university students. During the year under review, repayments amounting to just over $30,000 were made, leaving approximately $125,000 outstanding.

Supervisory Training

This type of training was carried on in three provinces only, on a shareable basis. The three provinces concerned, and the amounts allotted to them by the Dominion Government were—Ontario $8,000; Quebec $10,000; British Columbia $4,000.

As in previous years, training was provided under this schedule to supervisors and personnel officials in industry through the media of job instruction, job relations, job methods, and job safety institutes and conferences. It is now fairly general practice to make a nominal charge to those firms which participate in the various training institutes that are conducted. The numbers of individuals who received training are as follows—Ontario 2,720; Quebec 7,414; British Columbia 2,693.

Of the sums which were allotted to the three provinces where supervisory training was carried on, claims were paid, up to April 30, 1948, as follows—Ontario $1,785.79; Quebec $9,453.02; British Columbia, no claims received.

As stated in the Annual Report for the fiscal year 1946-47, the Supervisory Training Staff at Head Office was transferred to the Civil Service Commission on March 31, 1947. Since that time the personnel who were transferred have been supervising the training in Government Departments. This represents a permanent improvement in Government administration which had its beginning in the Training Branch.

Training of Discharged Members of the Forces

The training of discharged members of the Forces was again carried on under Schedule "L" of the Re-establishment Training Agreement, which was in effect in all provinces.

Although the numbers of veterans under training decreased steadily throughout the year, the problems which were created by the reduction of training facilities were almost as difficult to deal with as were the problems which were met in setting up Training Centres. During the period of reduction and amalgamation the principle followed was that the very best possible training had to be given all veterans, but that reasonable economy had to be achieved in its provision.

When it became apparent that two courses in one occupation were operating uneconomically in a province, those two courses were amalgamated. Later on, as it became evident that there would be no great upsurge in enrolments as the deadline for approval of veteran training approached, certain schools were closed entirely, and the veterans who were in training at those schools were sent to other locations where training was being continued. During the year Canadian Vocational Training Centres for veterans at the following points were closed:—

Pictou and Windsor, Nova Scotia.
Milledgeville and West Saint John, New Brunswick.
Montreal, Quebec and Sherbrooke, Quebec.
Brockville, North Bay, Kitchener, London and Windsor, Ontario.
Brandon, Manitoba.
Prince Albert, Regina and Moose Jaw, Saskatchewan.
Medicine Hat and Edmonton, Alberta.
Victoria, British Columbia.

The year under review opened with a total of 33,629 veterans training in Canadian Vocational Training Schools or under supervision of the C.V.T. organization. Of this number, 999 were taking correspondence courses; 4,277 were in private schools; 5,394 in C.V.T. Pre-Matriculation Schools; 11,917 in C.V.T. Vocational Schools and 11,042 were Training-on-the-Job in Industry. By March 31, 1948, the total number training in C.V.T. schools, and under C.V.T. supervision was 4,993. This total was made up as follows:—

C.V.T. Vocational Schools	3,083
C.V.T. Pre-Matriculation Schools	421
Training-on-the-Job in Industry	1,489

The foregoing figures are somewhat misleading, and do not give the true picture in so far as veteran training is concerned, because the responsibility for supervision of veterans training in private schools and taking correspondence courses was transferred to the Department of Veterans Affairs on December 31, 1947. In addition, the responsibility for placement and supervision of

veterans training-on-the-job was similarly transferred on March 31, 1948. with the exception of those in the cities of Montreal and Quebec, where transfer arrangements could not be effected satisfactorily by that date.

In October, 1947, the Department of National Defence asked that the academic training of some selected other ranks from the Army and R.C.A.F. be carried out in C.V.T. Pre-Matriculation Schools. The idea behind the request was that the personnel so trained would, if successful in the examinations, form part of the first post-war class at Royal Military College in Kingston and of the 1948 intake at Royal Roads on Vancouver Island. Both these colleges will operate as tri-service colleges from September, 1948. The request of the Department of National Defence was met, and C.V.T. undertook to provide Senior Matriculation qualifications to 30 at the Calgary School and 35 at the Hamilton School.

The foregoing request was followed by another request from the R.C.A.F. that C.V.T. undertake the trade training of a number of R.C.A.F. other ranks. To this C.V.T. agreed and at the end of the year under review there were 122 R.C.A.F. personnel training in C.V.T. vocational schools at Moncton, Winnipeg and Calgary. The Department of National Defence reimburses the Department of Labour for the cost of this training.

Training-on-the-job continued throughout the year under review to be a popular and effective type of training. The C.V.T. field staffs had gained the confidence of employers, and the veterans themselves turned out to be highly satisfactory employees. There has been very little difficulty in finding opportunities for training-on-the-job for those veterans who desired that type of training and for those who wished to train in occupations where no other training was available. It must be remembered that class training is feasible in only a small percentage of occupations.

When it became apparent that the peak of veteran training had passed, in training-on-the-job as in all other types, discussions were started with the Department of Veterans Affairs, with a view to arranging a transfer of certain responsibilities. The C.V.T. field staff has always been recognized as a temporary organization, whereas D.V.A. will no doubt require to maintain travelling counsellors for many years. With the co-operation of all concerned, the training-on-the-job responsibilities were gradually transferred to D.V.A., area by area, as rapidly as could be done without adversely affecting the training of the comparatively small number of veterans involved. As indicated in an earlier paragraph, transfer was incomplete on March 31, 1948, only in the cities of Montreal and Quebec, and it is nearing completion in those cities as this report is being written.

It would not be right to permit the rehabilitation training of veterans to become a matter of history, along with the many other accomplishments of the Training Branch, without drawing attention to its scope and the contribution which it has made to vocational education in Canada. While Canadian veterans have been rehabilitated through vocational training in special C.V.T. schools and on the job, veterans in other countries have been waiting in tens of thousands to get into schools, or going slowly through the technical schools with adolescents.

The whole-hearted co-operation of the provinces made it possible to set up rapidly the training centres required for both pre-matriculation and vocational courses. The vocational courses covered a wide range, from electronics, photography and watch repair, to cooking and baking, the building trades, log scaling, barbering, and surveying. From the inception of the veteran training program, up to March 31, 1948, the total enrolment in all types of training was 133,846. Of that number 85,596 had graduated, 38,902 left before completion of their

training, for various reasons, and the balance were still being trained on March 31, 1948. Tables 3, 4 and 5, show enrolments and expenditures in connection with veteran training.

Qualified instructors for the C.V.T. schools were never available in sufficient numbers. Hundreds of good tradesmen were taken on as instructors, and given special training in order that they might become good teachers also. Many of these have now joined provincial teaching staffs. Large numbers of field representatives, who placed and supervised veterans training-on-the-job in industry, were absorbed by industry on the basis of their demonstrated ability. The effectiveness of class training in over one hundred occupations was realized by both employers and craftsmen. Some, although not as many as would be desirable, of the training centres, are being continued by the provinces, and much of the equipment has been taken over for use in provincial or municipal schools.

It is fair to say that Canada as a whole, as well as industry, schools and the veterans, in particular, has derived great and permanent benefit from the rehabilitation training carried out by the Training Branch, in co-operation with the provinces.

Apprentice Training

An increasing interest has been shown in apprentice training in all provinces with which the Department of Labour has an Apprentice Agreement. There has been little change in the number of trades designated in the various provinces, but there has been a substantial increase in the number of apprentices registered, particularly for the building and construction trades. The provinces have also reported an increase in the number of apprentices enrolled for full-time and part-time class training. The supply of veterans for the apprenticeship trades has practically ceased, and increased emphasis is being given to the recruiting of civilian apprentices, particularly boys with vocational school training. These schools should constitute a larger source of supply in the future, particularly as many new vocational schools are being built. Provincial apprentice authorities will have to give serious consideration to the granting of adequate time credits on their apprentice period, for graduates from these vocational schools.

The exchange of trade syllabi referred to in the annual report for the fiscal year 1946-47 has, undoubtedly, promoted a greater degree of uniformity in training apprentices across Canada, but varying circumstances in the different provinces, such as climatic conditions, local building by-laws, and provincial legislation, render absolute uniformity neither possible nor desirable. Any further steps toward uniformity must come from the trades themselves—both employers' associations and trade unions.

A tabulation of apprentice standards in the seven provinces with which there are Apprentice Agreements was drawn up and distributed in the summer of 1947. This covered all building and construction trades and about a dozen other occupations. It revealed a growing stress on the importance of trade tests and class training, but showed rather wide divergencies in the period of apprenticeship in different provinces, between certain trades. For electricians the period was 4 to 5 years; for painters, 3 to 5 years; for plasterers, 3 to 4 years; sheet metal, 4 to 5 years. There is no logical reason for this difference in length of apprenticeship except the force of tradition. Certain temporary adjustments were made in the ratios of apprentices to journeymen, in order to take care of the enrolment of ex-service personnel.

Class training, both in theoretical and practical subjects, assumed greater importance during the fiscal year. This training was given either on a full-time basis, lasting from two to three months, or on a part-time basis for a certain number of afternoons or evenings per week. In Nova Scotia

and British Columbia, only part-time classes were held. In Ontario and Saskatchewan, the training was all done in full-time classes. New Brunswick, Manitoba and Alberta made use of both types. Increasing use was also made of correspondence courses in some provinces, to assist those apprentices whose place of residence made it difficult for them to attend class training.

Weekly allowances continued to be paid in all provinces to apprentices attending the full-time classes. There was no change during the year in the rates of these allowances, except in Ontario where the allowance to apprentices taking training away from home was increased to $14 per week. Present weekly rates of allowances are as follows:—

New Brunswick	single apprentices	$11.00
	married apprentices	15.00
Ontario	apprentices living at home	10.00
	apprentices living away from home	14.00
Manitoba	apprentices living at home	11.00
	apprentices living away from home	13.00
Saskatchewan	single apprentices	12.00
	single apprentices away from home	15.00
	heads of families	18.00
Alberta	single apprentices	12.00
	married apprentices	15.00
British Columbia	single apprentices at home	12.00
	single apprentices away from home	14.00
	married apprentices	18.50

In Nova Scotia no allowances were paid, as all training was given in part-time classes.

Up to the end of the fiscal year 1947-48, the class training has all been given in centres established for the training of ex-service personnel, with the Apprentice Agreement paying the pro rata costs for all such training given. Toward the end of 1947, the provinces were notified that these veteran training centres would probably all be closed before the end of 1948, and that each province would have to take the necessary steps to carry on its own centres for the training of apprentices, with Dominion financial assistance as provided in the agreement.

At its October meeting, the Advisory Council recommended to the Minister certain amendments to the Apprentice Agreement, having in mind the changes that will be necessitated when veteran training ceases. These amendments provided that after April 1, 1948, the Dominion would share equally with the province in the salaries and travelling expenses of a designated number of field supervisors for apprentices, both veteran and civilian. (Prior to that date the Dominion shared in no cost for the supervision of civilian apprentices, but paid all expenditures for supervisors for veteran apprentices. This latter payment ceased on March 31, 1948). The amendments also provided for the Dominion sharing with the province in certain operating costs for centres run by the province for apprentices, either veteran or civilian. These included caretaking and clerical assistance, and costs of light, heat, power and water. These amendments were authorized by the Governor General in Council by P.C. 80/666 of February 20, 1948, and were forwarded by the Minister to each province for completion. The amendments have been accepted by all provinces. Table No. 6 shows the allotments and expenditures for apprentice training for the fiscal year, as well as the number of trades designated, the number of apprentices registered, and the numbers enrolled in full-time and part-time classes.

Training of Civilian Workers

During the fiscal year agreements covering the training of civilian workers were in effect in the provinces of British Columbia, Alberta, Saskatchewan, New Brunswick and Nova Scotia. No courses were set up in British Columbia, but the numbers trained in other provinces where the agreement was in effect showed a definite increase.

As in the previous fiscal year, those eligible for training were men and women over sixteen years of age, who had been laid off from gainful employment and for whom it was considered a course of training would facilitate their re-entry into employment. All applicants had to be referred for training by the National Employment Service, and selection was made by committees representing the province and the National Employment Service. The division of expenditures remained the same as in previous years. The Dominion Government paid training allowances at a specified weekly scale and the province and the Dominion shared equally in capital expenditures for equipment. All other approved expenditures were shared on the basis of a Dominion contribution of 60 per cent and a provincial contribution of 40 per cent. The use made of this agreement for training during the past year is shown in Table No. 7.

As already indicated in this report, the Vocational Training Co-ordination Act has been amended by Parliament in order to provide for the training of unemployed civilians who are not in receipt of Unemployment Insurance benefit. The new arrangements under which training will be carried out embody some radical changes. Greater authority and responsibility will be given to the provinces in the selection of trainees, the decision in regard to starting classes and the operation of such classes. In return, the approved costs will be shared equally between the province and the Dominion, with each province recommending to the Minister of Labour the scale of training allowances which should be paid.

Assistance to Vocational Schools

Amendments to the Agreement.—During the year the agreement made in 1945-46 continued in operation in all provinces. One clause provided for Dominion contributions of $10,000,000 to match provincial expenditures for buildings and capital equipment made prior to March 31, 1948. Two amendments were made to this clause, because early in the year it became apparent that the general economic situation, as well as conditions in the construction industry, would make it impossible to attain the objective for which this special allotment was intended, before the time limit for provincial expenditures (March 31, 1948) expired. By P.C. 2179 of June 3, 1947, this time limit was extended to March 31, 1949, for buildings on which work had actually commenced prior to April 1, 1948, and for equipment which had been ordered prior to that same date provided all such submissions were approved by the Minister of Labour by March 31, 1948.

At its October meeting, the Advisory Council pointed out that this extension was inadequate and recommended to the Minister that further consideration be given. After a careful survey of the situation, P.C. 76/666 of February 20, 1948, extended the time limit for expenditures to March 31, 1952, for all building and equipment submissions approved by the Minister up to March 31, 1948, regardless of when the work on the building was commenced or the order for equipment placed. Amendments to the agreement were prepared and sent early in March to all Provincial Ministers, who expressed commendation of the action taken.

Annual Allotment.—Increased use has been made of Dominion funds during the year, both from the annual and the special capital allotments. Several provinces have changed the basis on which provincial grants are paid to municipal schools, and have increased the provincial grants substantially. In order to ensure

that Dominion funds under the annual allotment were used mainly for the expansion of vocational training, and not merely to transfer from the province to the Dominion normal expenditures previously borne by the province, the policy adopted in the fiscal year 1946-47 was again followed. This limited Dominion contributions from the annual allotment to an amount not in excess of the increase in provincial expenditures over a basic year prior to the agreement or to 50 per cent of the actual provincial expenditures, whichever was the lesser. A certain percentage (determined by the province) of the annual allotment could also be used for capital expenditures for either buildings or equipment. This percentage varied from nil in Ontario to 50 per cent in Manitoba and P.E.I. Any part of this percentage not spent in the fiscal year 1947-48 was carried over to the fiscal year 1948-49 and may be spent in that year for capital purposes.

All provinces except Nova Scotia, Manitoba and Saskatchewan have used the full amount of the Dominion annual allotment. In Quebec and Saskatchewan a part of this annual allotment has been used to provide bursaries for non-resident students in vocational schools, but apart from this, and small sums for provincial vocational administration and vocational teacher training, the funds were used mainly for salaries of teachers, and expendable items, such as hand tools, materials and supplies, in vocational schools.

Vocational Correspondence Courses.—During the fiscal year, steps were taken to obtain the co-operation of all Provincial Departments of Education in producing vocational correspondence courses, drawn up from a Canadian point of view, and reasonably uniform across Canada. This received the unanimous approval and support of the Vocational Training Advisory Council, and was taken up by its representatives at the meeting of the Canadian Educational Association in September, 1947, where it also obtained support in principle. A committee, representing C.V.T. and the C.E.A. was formed, and held two meetings during the year, the last of which, in March, 1948, was attended by all members of the committee, and the Directors of Vocational Education from British Columbia, Saskatchewan and Manitoba. In advance of the committee meetings, copies of the existing vocational correspondence courses drawn up by British Columbia (30), by Alberta (9), and by Nova Scotia (43, based mainly on text books) had been distributed to the committee members, and to Provincial Departments of Education, for comment. These were most favourably received and it is likely that a substantial number of the existing courses will be utilized in all provinces, either with or without minor alterations and additions.

Arrangements are being made among the respective Provincial Governments as to the method of payment for, and distribution of, courses already drawn up by the three provinces noted above and which other provinces may wish to utilize.

The preparation of correspondence courses for 10 additional occupations was recommended by the committee, and these were allotted among seven provinces, whose representatives agreed to assume the responsibility for preparing one or more selected courses. The committee decided to hold its next meeting when the Canadian Educational Association next meets in Winnipeg in September, 1948. Representatives from Quebec stated that the Department of Youth and Social Welfare was drawing up vocational correspondence courses in French, and was prepared to make these available to French-speaking students in any province, on the same terms as for residents of Quebec.

Vocational Statistics.—A total of 257 vocational schools received assistance under this Agreement:—P.E.I., 1; Nova Scotia, 3; New Brunswick, 31; Quebec, 55; Ontario, 42; Manitoba, 3; Saskatchewan, 50; Alberta, 11; British Columbia, 61. Many of these schools, particularly in New Brunswick, Saskatchewan and British Columbia, were composite high schools, but assistance in such cases was restricted to the vocational sections—industrial, commercial, agricultural, or

homemaking. Reports from the provinces indicated that there were 273 secondary schools in the country in which vocational training was given. In 232 of these schools there were day-time classes, and in 189 there were evening classes. The day-time enrolment for 1946-47, was 62,710, but this included many duplicate registrations in Manitoba and Saskatchewan. The number in evening classes was 62,060, which also included many duplicate enrolments in Nova Scotia, Ontario, Manitoba and Saskatchewan. Agricultural training was given in 16 schools with an enrolment of 1,113. Commercial training was given in 177 schools with an enrolment of 35,874. Homemaking training (cooking, dressmaking, etc.) was given in 140 schools with an enrolment of 23,417. Industrial training was given in 182 schools, with an enrolment of 64,499. All the above enrolments, except in agriculture, include numerous duplications.

During the three fiscal years ended March 31, 1948, Dominion contributions to submissions received for maintenance or operating grants for vocational schools, both municipally and provincially owned, amounted to approximately $4,300,000, while provincial contributions to these same submissions were approximately $13,300,000.

Tables Nos. 8 and 9 show the amount of the Dominion allotments, the approximate amount of the submissions approved, and the actual amount of claims paid in all provinces.

Allotment for Buildings and Equipment.—Under the Agreement, Dominion financial assistance has been given or commitments made for the construction of new vocational school buildings or additions to existing buildings for 107 schools, as follows: P.E.I., 1; Nova Scotia, 3; New Brunswick, 8; Quebec, 28; Ontario, 11; Manitoba, 15; Saskatchewan, 29; Alberta, 6; British Columbia, 6. Most of the Dominion funds for this purpose came from the special allotment for capital expenditures, but part of the annual allotments was also used. All provinces except Ontario have taken up the full Dominion allotment for buildings. The anticipated expenditures—Dominion, Provincial and Municipal, for all approved building projects are as follows:—

	Dominion	Provincial	Municipal
P.E.I.	$ 135,300	$ 120,000	$ ....
Nova Scotia	468,225	790,000	840,000
New Brunswick	346,425	1,000,000	1,500,000
Quebec	2,691,400	2,691,400	....
Ontario	2,017,875	2,045,375	5,578,750
Manitoba	497,500	497,500	1,650,000
Saskatchewan	636,210	636,210	1,359,160
Alberta	529,900	589,375	1,230,000
British Columbia	458,000	795,000	887,000
Totals	$ 7,780,835	$ 9,164,860	$13,044,910

The actual construction of many of these new buildings had to be deferred owing to difficulties in obtaining building materials, but will be proceeded with during the next few years. Under the terms of the agreement, at least 25 per cent of the special capital allotment had to be used for items of capital equipment. This was fully taken up by all provinces except P.E.I. and Ontario. In some provinces part of the annual allotment was also used for purchase of equipment. The approximate anticipated expenditures—Dominion, Provincial and Municipal, for all approved equipment purchases, are as follows:—

	Dominion	Provincial	Municipal
Nova Scotia	$ 139,704	$ 146,333	$ 168,100
New Brunswick	105,825	105,825	211,650
Quebec	881,000	924,000	....
Ontario	350,166	387,216	611,250
Manitoba	195,360	195,360	511,900
Saskatchewan	239,795	239,795	146,833
Alberta	199,000	265,000	28,700
British Columbia	169,750	335,750	310,500
Totals	$ 2,280,600	$ 2,599,279	$ 1,988,933

In P.E.I. and Quebec all the schools are provincially owned. In Nova Scotia, New Brunswick, Saskatchewan and British Columbia all are municipally owned. In Ontario, Manitoba and Alberta there are both provincial and municipal schools.

The basis of the provincial contribution to municipal schools for buildings and equipment is determined by each Provincial Government, and the percentage of the total cost so contributed, varies widely. Each province during the last two years has substantially increased its grant to municipal schools, particularly for new buildings and equipment. This was due, in part at least, to the provision of Dominion funds under this agreement. It is gratifying to report that in all provinces of Canada a real expansion of vocational education facilities has taken place and will continue for some years, so that equality of opportunity for such training has been brought appreciably nearer to all Canadian young people.

Replacement of Depreciated Equipment

As indicated in the report for the fiscal year 1946-47, authority was given by P.C. 16 on January 4, 1946, for the Dominion to refund to schools 75 per cent of the cost of equipment purchased by the school from War Assets Corporation up to the maximum amount approved by the Minister of Labour for each school. This was to assist the schools in replacing their own equipment which had been depreciated through its use for War Emergency Training during the war years. The total Dominion payments authorized amounted to $259,600, but few claims had been sent in by the schools, as they reported that War Assets have little, or no, suitable equipment available. Total payments to date have been $36,614.10, of which $33,517.42 was paid during the fiscal year 1947-48, to 12 schools in the following provinces:—N.S., 1; Que., 3; Ont., 3; Sask., 1; Alta., 2; B.C., 2.

Conclusion

During the fiscal year 1947-48 the activities of Canadian Vocational Training in connection with the Rehabilitation Training of Veterans were reduced to such a point that it is fairly obvious they will disappear during the next fiscal year. It is felt that special mention should be made here of the splendid co-operation of all provinces in making training facilities available, so that the training of veterans could be carried out with a minimum of delay. Some individuals who desired training in courses which were more difficult than others to set up were forced to wait for a short period. However, the training arrangements, generally, worked very smoothly, and this was due to the co-operation received from the provinces, the untiring efforts of C.V.T. staff at Regional Headquarters, in district offices, in schools and in the field. Thanks must also be expressed to the officials of the Department of Veterans Affairs who worked closely with the C.V.T. staff in arranging for the admission of veterans to training.

TABLE 1—YOUTH TRAINING (Including Student Aid)—DOMINION ALLOTMENTS, AND PAYMENTS—FISCAL YEAR ENDING MARCH 31, 1948

Province	Dominion Allotment	Claims paid up to April 30/48	
		For Previous Years	For 1947–48
	$ cts.	$ cts.	$ cts.
Prince Edward Island	11,500 00	.....	10,358 41
Nova Scotia	31,000 00	493 71	18,733 37
New Brunswick	30,000 00	61 28	25,153 40
Quebec	130,000 00	56,312 68	125,735 99
Ontario	50,000 00	.....	50,000 00
Manitoba	17,500 00	166 59	6,032 85
Saskatchewan	35,000 00	3,404 51	34,011 55
Alberta	45,000 00	296 28	19,434 64
British Columbia	50,000 00	1,785 34	33,621 57
Totals	400,000 00	62,520 39	323,081 78

TABLE 2—YOUTH TRAINING—ENROLMENTS APRIL 1, 1947, TO MARCH 31, 1948

Enrolments	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Dominion
Totals—Men	123	313	86	2,072	372	186	979	110	360	4,601
Women	42	175	8	818	178	10	274	129	247	1,881
ENROLMENTS BY PROJECTS—										
Agricultural and Rural	102	71	14	1,576	.....	174	857	11	99	2,904
Urban Occupational Courses	37	365	.....	295	.....	.....	224	91	130	1,142
Student Aid—										
Students at Universities	26	52	80	786	544	15	140	122	364	2,129
Nurses-in-Training	.....	.....	.....	233	6	7	32	15	14	307
Total Days Training	4,746	11,748	17,204	29,538	.....	2,408	14,239	7,119	7,355	94,357

TABLE 3—TRAINING OF VETERANS—DOMINION ALLOTMENTS, AND PAYMENTS TO APRIL 30, 1948

	Schedule "L"			Payments from Special Fund	
	Allotments	Payments for Previous Years	Payments 1947–48	Buildings	Equipment
	$	$ cts.	$ cts.	$ cts.	$ cts.
Prince Edward Island	35,000	1,581 90	30,179 75	.....	4,833 33
Nova Scotia	600,000	61,358 07	516,338 76	2,604 39	154,463 97
New Brunswick	480,000	2,073 22	413,349 76	.....	51,897 90
Quebec	1,400,000	491,138 69	790,470 10	23,456 08	161,552 46
Ontario	2,500,000	45,643 45	1,533,848 91	3,115 68	466,497 69
Manitoba	425,000	1,432 57	369,256 88	.....	21,192 65
Saskatchewan	475,000	14,695 19	330,725 77	48 01	94,821 70
Alberta	525,000	15,361 01	298,589 20	.....	28,595 81
British Columbia	460,000	17,182 48	346,030 32	7,977 00	43,880 68
Dominion Total	6,900,000	650,466 58	4,628,789 45	37,201 16	1,027,736 19

TABLE 4—TRAINING OF VETERANS—APRIL 1, 1947, TO MARCH 31, 1948

ENROLMENTS

Area	Given Training					Completions, Men and Women	Withdrawals Men and Women	Under Training March 31, 1948		
	Correspondence	In Industry	Private Schools	C.V.T. Schools				In Industry	C.V.T. Schools	
				Voc.	Pre-Matric				Voc.	Pre-Matric
Dominion—										
Men	413	4,050	1,540	6,587	1,513	33,667	7,404	1,478	2,910	384
Women	7	39	512	512	121	3,127	735	11	173	37
Prince Edward Island—										
Men	.....	22	8	31	3	218	53	.....	4	.....
Women	.....	.....	14	.....	1	32	5	.....	.....	.....
Nova Scotia—										
Men	.....	111	80	726	29	1,967	421	39	384	.....
Women	.....	1	22	9	.....	140	41	.....	4	.....
New Brunswick—										
Men	46	116	55	557	97	1,547	419	203	219	36
Women	.....	2	26	49	5	200	42	1	9	2
Quebec—										
Men	47	398	347	906	14	4,743	1,580	376	452	.....
Women	.....	11	114	61	.....	467	114	2	20	.....
Ontario—										
Men	163	2,092	546	2,221	962	16,531	2,760	180	960	172
Women	3	10	132	151	49	1,031	204	5	42	13
Manitoba—										
Men	42	542	232	437	132	2,449	742	241	250	49
Women	3	3	71	40	16	273	79	2	17	7
Saskatchewan—										
Men	30	113	86	293	114	1,610	304	125	87	39
Women	.....	2	18	65	29	270	48	.....	12	6
Alberta—										
Men	56	401	79	552	96	2,119	680	266	183	43
Women	.....	5	58	62	16	267	126	.....	16	6
British Columbia—										
Men	29	255	107	864	66	2,483	445	48	371	45
Women	1	5	57	75	5	447	76	1	53	3

NOTE—Responsibility for supervision transferred to Department of Veterans Affairs as follows—Private and Correspondence schools, December 31, 1947, Training in Industry, except in cities of Montreal and Quebec by March 31, 1948

TABLE 5—TRAINING OF VETERANS—APPROXIMATE DOMINION EXPENDITURES APRIL 1, 1947 to MARCH 31, 1948

Province	Machinery and Equipment	Buildings	Materials Supplies and Hand Tools	Instructors' Salaries	Regional and Field Administration	Other Operating Costs	Revenue	Total Net* Expenditures
	$	$	$	$	$	$	$	$
Prince Edward Island	3,761	214	7,249	14,236	6,541	5,612	3,752	34,126
Nova Scotia	138,577	6,397	116,998	233,012	41,068	157,228	17,001	676,764
New Brunswick	41,381	252	71,795	192,392	53,140	98,342	18,803	463,610
Quebec	142,955	23,456	68,781	530,953	118,002	107,316	5,982	985,505
Ontario	382,289	22,173	409,281	708,687	189,090	474,915	260,030	1,926,632
Manitoba	19,347	920	36,724	215,821	58,718	70,662	10,732	391,799
Saskatchewan	65,039	561	71,249	158,342	40,135	109,538	22,056	423,042
Alberta	22,530	634	29,837	151,213	64,970	63,142	2,061	330,805
British Columbia	46,081	8,021	51,641	208,108	68,714	61,243	40,712	403,222
Totals	861,960	62,628	863,555	2,412,764	640,378	1,147,998	381,129	5,635,505

Table covers Expenditures under Special Fund as well as under Section "L" including Payments of 1,009,000 to War Assets for Equipment.
* Totals in this column include certain miscellaneous expenditures not included in previous columns.

TABLE 6—APPRENTICE TRAINING—YEAR ENDING MARCH 31, 1948

Province	Dominion Allotment	Claims Paid to April 30, 1948		Apprentices Registered March 31, 1948	Number of Trades Designated	Class Training		
		For Previous Years	For 1947–48			Enrolment	Total Days Training	Total Hours Training Parttime Classes
	$	$ cts.	$ cts.					
Nova Scotia	16,000	287 22	7,464 33	306	19	189	.....	38,845
New Brunswick	10,000	.....	5,949 30	270	25	306	.....	19,957
Ontario	110,000	1,680 21	41,005 12	6,899	14	403	19,918	.....
Manitoba	35,000	29 93	14,243 13	757	19	562	.....	70,328
Saskatchewan	29,500	316 98	16,042 48	412	17	163	5,411	.....
Alberta	63,000	12,229 05	12,301 24	1,365	14	923	18,956	7,767
British Columbia	15,000	319 98	6,154 03	1,893	25	1,079	.....	42,964
Totals	278,500	14,863 37	103,159 63	11,902	.....	3,625	44,285	179,861

TABLE 7—TRAINING OF CIVILIAN WORKERS—SCHEDULE "M"—YEAR ENDING MARCH 31, 1948

Province	Dominion Allotment	Claims Paid to April 30, 1948	Total Enrolled		Total Days Training
			Men	Women	
	$	$ cts.			
Nova Scotia	50,000	1,502 04	16	.....	709
New Brunswick	30,000	6,578 59	14	32	3,691
Saskatchewan	70,000	22,340 50	25	112	10,364
Alberta	70,000	9,064 54	8	52	7,011
British Columbia	70,000	.....	.....	.....	.....
Totals	290,000	39,485 67	63	196	21,775

TABLE 8—ASSISTANCE TO VOCATIONAL SCHOOLS—SPECIAL ALLOTMENT FOR CAPITAL EXPENDITURES

Province	Buildings			Equipment		
	Total Allotment	Estimated Dominion Contributions Approved	Claims Paid for 1947–48 to April 30/48	Total Allotment	Estimated Dominion Contributions Approved	Claims Paid for 1947–48 to April 30/48
	$	$	$ cts.	$	$	$ cts.
Prince Edward Island	61,500	61,500	.....	20,500	20,000	.....
Nova Scotia	378,225	378,225	4,050 00	126,075	126,075	.....
New Brunswick	324,750	324,750	.....	108,250	105,825	.....
Quebec	2,354,550	2,354,550	875,459 12	784,850	784,850	169,271 28
Ontario	2,273,625	*2,017,875	.....	757,875	350,166	.....
Manitoba	492,000	*465,000	508 22	164,000	191,000	.....
Saskatchewan	643,650	*615,734	27,945 22	214,550	200,144	955 39
Alberta	525,150	525,150	73,089 79	175,050	175,050	49,500 43
British Columbia	446,550	446,550	10,707 44	148,850	148,850	13,464 29
Totals	7,500,000	7,189,334	991,759 79	2,500,000	2,101,960	233,191 39

* Numerous building projects given conditional approval only.

TABLE 9—ASSISTANCE TO VOCATIONAL SCHOOLS—ANNUAL ALLOTMENTS AND PAYMENTS

Province	Annual Allotment and Grant	Claims Paid During 1945–46	Claims Paid During 1946–47	Claims Paid During 1947–48	
				For Previous Years	For 1947–48
	$	$ cts.	$ cts.	$ cts.	$ cts.
Prince Edward Island	25,700	10,000 00	41,400 00	.....	10,000 00
Nova Scotia	106,400	10,000 00	32,324 71	13,208 58	10,783 37
New Brunswick	92,700	81,598 35	71,035 99	.....	22,829 59
Quebec	609,400	416,755 99	186,051 73	465,177 28	598,516 33
Ontario	589,000	10,000 00	1,168,000 00	.....	589,000 00
Manitoba	135,300	.....	.....	.....	45,588 38
Saskatchewan	173,900	48,929 68	84,905 81	20,091 41	44,567 05
Alberta	143,800	10,000 00	199,205 72	12,744 04	105,710 28
British Columbia	123,800	.....	177,308 20	32,621 33	29,049 50
Totals	2,000 000	587,284 02	1,960,232 16	543,842 64	1,456,044 50

APPENDIX 1

List of Members of Vocational Training Advisory Council

Chairman—
Dr. G. Fred McNally,
Chancellor of the University of Alberta,
11047-81st Avenue,
Edmonton, Alberta.

Members of Council—
N. S. Dowd, Esq.,
Executive Secretary, Canadian Congress of Labour,
230 Laurier Avenue West,
Ottawa, Ontario.

Lt.-Col. F. T. Fairey,
Deputy Minister,
Department of Education,
Victoria, British Columbia.

E. K. Ford, Esq.,
Director of Vocational Education,
Department of Education,
Halifax, Nova Scotia.

Capt. H. G. Gonthier,
President of the Provincial Command of the Legion,
St. Lambert, Quebec.

Miss Marion M. Graham,
1925 Lorne Avenue,
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Dr. Fletcher Peacock,
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APPENDIX 2

List of Regional Directors of Canadian Vocational Training

Prince Edward Island—
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Nova Scotia—
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Manitoba—
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Saskatchewan—
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Regina, Saskatchewan.

Alberta—
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Calgary, Alberta.

British Columbia—
Henry Hill, Esq.,
81 Robson Street,
Vancouver, B.C.
(Replaced on retirement, March 31, 1948, by Lt-Col. J. W. Inglis).

VIII—GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have been turning in increasing numbers to Government Annuities for pensions for their employees and members. Under early retirement annuity agreements, employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become an important part of the total.

The Government Annuities Act is administered under the Minister of Labour by the Annuities Branch of the Department of Labour, Ottawa. Annuities are sold by application made directly to the Branch at Ottawa or to any one of the seventy-nine Annuities Representatives located in forty-one communities across Canada. Further particulars may be obtained from these sources or from the nearest Postal Money Order Office.

Mortality and Valuation.—The original premium rates from 1908 to 1936 were based on the British Offices Life Annuity Tables, 1893. The increasing longevity of annuitants made necessary a provisional increase in premiums in 1936, which was followed by a complete revision in 1938, after which the selling price of annuities was based on British tables known as "a (*f*) and a (*m*) tables" published in "The Mortality of Annuitants, 1900-1920", with an adjustment consisting of a reduction of one year of age, and with interest at four per cent. This basis for mortality and interest was used in the valuation of annuities as of March 31, 1948.

Most of the contracts issued are for deferred annuities to commence some years in the future. Hence the premiums must anticipate a future level of mortality. It was found in 1938 that the reduction of one year of age would provide a margin for further increase in longevity. Indications are that longevity is still increasing and will continue to do so. This is borne out by the mortality figures of the Annuities Branch. The situation is reviewed yearly to ensure that the mortality basis of the premiums charged is adequate to meet the longevity likely to be experienced when the contracts mature for payment.

Because of the increasing volume of business, it was decided to set up a punched card system for individual contracts and for certificates under group contracts. Sharing some of the equipment of the Research and Statistics Branch has kept the cost of the system low and the saving in time and labour has been considerable. For vested annuities, the new cards use "age nearest birthday" at March 31st, and produce a fractionally higher average age than did the former method of classification. This condition tends to reduce the reserve and is reflected for one year only in a smaller transfer to maintain the reserve. It also produces a slight reclassification of contracts for Table 5(B).

Financial Statement.—From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1948, the total number of individual contracts and certificates issued was 235,568. Table 1(A) shows the number of individual contracts and certificates issued and net receipts by five year periods, and Table 1(B) gives this information by fiscal years, from 1941 to 1948 inclusive, the number for the fiscal year under review being 40,945. Of these, 14,237 were contracts with individual annuitants and 26,708 were certificates issued under all the group contracts, i.e., additional certificates issued under group contracts, previously effective as well as certificates issued during the year 1947-48 under new group contracts. There was a total of 708 group contracts (Table 2) under which, at the date under review, 92,063 registrations were in effect (as compared with 70,996 for the year previous). In addition, 3,694 employees or members had been retired with vested annuities, 1,184 had died before retirement, and 16,405 had withdrawn following change of employment. Among the contracts issued during the year were 3,443 immediate annuity contracts with an average amount of annuity of $475.

The total net receipts since September 1, 1908, were $465,858,347.03, net receipts for the year under review being $75,067,827.28. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1948, is shown in Table 3 to be $429,518,235. This includes the sum of $331,856.85 transferred to maintain the reserve.

Of the 235,568 contracts and certificates issued since the inception of the Act, 24,633 were cancelled, leaving in effect 210,935 on March 31, 1948 (Table 4). Annuity payment was being made under 44,099 of these and was deferred under the remaining 166,836. The total amount of annuity payable under vested contracts was $18,919,715, an average of $429 per contract. The value of all outstanding annuities was $429,518,235 of which $208,911,521 was the value of vested annuities and $220,606,714 the value of deferred annuities.

Analysis of Vested Annuities.—Tables 5(A) and 5(B) were compiled from data regarding vested contracts (those under which annuity was being paid) in Table 4, in effect on March 31, 1948, exclusive of last survivor contracts. In Table 5(A) the number of contracts analysed was 39,593—an increase of 5,196 or 15·1 per cent over the previous year's figure. This number included those under which, the annuitant having died during the guaranteed period, payment of annuity certain was being made. From this Table, which shows

the distribution of contracts by amount of annuity, it may be seen that 71·5 per cent of the annuities were for amounts under $600, 17·5 per cent for $600 but less than $1,200, and 11·0 per cent for $1,200 or over (those over $1,200 having been issued prior to August, 1931). In Table 5(B) the number analysed was 37,823 which included all contracts on existing single lives. The classification was by sex and age of annuitant and showed the largest age group to be 60-69 for each sex. It should be noted that each year an increasing number of males aged 65 are pensioned under group annuity contracts. The arithmetic average of attained ages under all vested contracts was 67·4 years.

Up to March 31, 1948, seven annuitants—three males and four females—had attained the age of one hundred years. None are now living, the two oldest on record, one male and one female, having died during the year, each aged 104.

TABLES 1(A) AND 1(B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER. BY FIVE-YEAR PERIODS, TO MARCH 31, 1948 (TABLE 1(A)), AND BY FISCAL YEARS 1941-48 INCLUSIVE (TABLE 1(B))

Five-Year Period from April 1 to March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		$ cts.			$ cts.
1908[1]–1913	3,106	1,737,059 70	1941	11,994	18,803,645 27
1913–1918	1,379	1,912,412 51	1942	8,593	19,630,644 58
1918–1923	1,162	3,039,186,26	1943	9,608	20,415,365 41
1923–1928	3,289	10,742,535 37	1944	19,354	26,600,097 75
1928–1933	7,458	18,782,856 83	1945	15,796	33,076,435 98
1933–1938	26,229	78,895,127 50	1946	25,538	46,954,535 93
1938–1943	47,727	97,040,507 50	1947	43,585	72,009,764 42
1943–1948	145,218	253,708,661 36	1948	40,945	75,067,827 28
Totals	235,563	465,858,347 03			

[1] From September 1, 1908.

TABLE 2.—CLASSIFICATION OF GROUP CONTRACTS IN EFFECT MARCH 31, 1948, BY SIZE OF GROUP

Size of Group—by Registrations	Number of Group Contracts
Under 100	560
100–499	108
500–999	26
1,000 and over	14
Total	708

TABLE 3.—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR ENDING MARCH 31, 1948

FUND

Balance at credit of fund, April 1, 1947	$ 357,161,953 00
Receipts 1947–48, less payments	72,024,425 15
Amount transferred to maintain reserve	331,856 85
Balance at credit of fund, March 31, 1948	429,518,235 00

LIABILITIES

Value of all outstanding annuities (see Table 4)	429,518,235 00

RECEIPTS

Immediate annuities	20,874,824 27
Deferred annuities	54,748,241 52
Interest at 4 per cent to March 31, 1948	15,250,733 45
Total	90,873,799 24

DISBURSEMENTS

Vested annuities	17,477,479 90
Commuted values	110,662 56
Premiums returned with interest	705,993 12
Premiums returned without interest	555,238 51
Total	18,849,374 09
Receipts, less disbursements 1947-1948	72,024,425 15
Total	90,873,799 24

TABLE 4.—VALUATION, MARCH 31, 1948, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
Vested—		$	$
Males	6,219	2,613,558	21,795,631
Females	11,992	4,257,588	42,253,897
Males guaranteed	9,652	4,905,184	52,076,868
Females guaranteed	11,730	5,105,341	65,553,333
Last survivor	3,186	1,395,216	18,059 817
Last survivor guaranteed	1,320	642,828	9,171,975
Total vested	44,099	18,919,715	208,911,521
Deferred contracts and certificates	166,836	.....	220,606,714
Totals	210,935	.....	429,518,235

TABLE 5.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1948

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	18,477	46·7	46·7
$300 and less than $600	9,830	24·8	71·5
$600 and less than $900	5,439	13·7	85·2
$900 and less than $1,200	1,511	3·8	89·0
Exactly $1,200	4,192	10·6	99·6
Over $1,200	144	·4	100·0
Totals	39,593	100·0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	236	1·6	584	2·6	820	2·2	2·2
40–49	417	2·8	886	3·9	1,303	3·4	5·6
50–59	1,617	10·8	3,610	15·7	5,227	13·8	19·4
60–69	6,222	41·8	8,669	37·8	14,891	39·4	58·8
70–79	5,176	34·8	6,876	30·0	12,052	31·9	90·7
80–89	1,144	7·7	2,187	9·5	3,331	8·8	99·5
90 and over	74	0·5	125	0·5	199	0·5	100·0
Totals	14,886	100·0	22,937	100·0	37,823	100·0	.....

Note.—Table (A) excludes last survivor contracts while Table (B) excludes last survivor contracts and annuities certain under which the annuitant died during the guaranteed period.

IX.—IMMIGRATION-LABOUR COMMITTEE

The Immigration-Labour Committee was established on March 27, 1947, to advise on group immigration of displaced persons and other selected group immigration projects. The Committee consists of representatives of the Departments of Mines and Resources (Immigration Branch), Labour, External Affairs, Health and Welfare.

The Committee has held 34 meetings since April 22, 1947.

Following Committee recommendation, 20,000 displaced persons have been authorized for entry to Canada and tentative quotas established for occupational groups based upon labour requirements in particular industries. It has been necessary to revise quotas from time to time in the light of a changing labour market.

The procedure established by the Committee for selection of occupational groups is illustrated by the procedure followed in the woods industry. Employer organizations were invited, in the summer of 1947, to canvass their member companies and to have these companies submit individual applications specifying the number of displaced persons required. The applicant company gave a written undertaking to the Department of Mines and Resources to provide ten months' employment at prevailing wages and working conditions and to pay transportation costs from port of entry to the place of employment. These costs could be charged back by the company to the immigrant but would be written off by the company if the immigrant worked ten months with the company. The Committee satisfied itself by reports from the National Employment Service that Canadian labour would not be available to fill the employer's labour requirements and that the applicants were reliable.

Representatives of the companies were sent overseas at company expense to assist Government selection teams in the selection of displaced persons to fill the quotas established.

The displaced persons selected gave a written undertaking to the Minister of Labour to accept employment in the woods industry at prevailing wages and to work in this type of employment for ten months following their arrival in Canada.

The International Refugee Organization paid passage and provided transportation to the port of entry in Canada.

Following the arrival and placement of displaced persons in Canada, a follow-up service was provided to adjust employer-employee difficulties, emergency cases of accident or illness and to provide a limited amount of educational and welfare service; also to take care of seasonal spring lay-offs of displaced persons employees in the industry.

The procedure outlined above has been followed, with appropriate variations, in the case of workers for the clothing industry, metal miners, heavy labourers, construction workers and smaller groups for other industries.

In the case of domestic workers involving applications from individuals and institutions, the prospective employer is asked to complete an application guaranteeing twelve months' employment and specifying working conditions which will apply and guaranteeing prevailing wages with a minimum of $35 per month. Applications are screened as to suitability through the National Employment Service.

The displaced persons selected overseas by the Government selection teams are matched on their arrival in Canada with the screened applications and are moved from a hostel centre at St. Paul L'Ermite, near Montreal, to the

place of employment. The Dominion Government pays transportation from the port of entry to the place of employment. Local welfare voluntary committees have been established at some 40 centres to provide a follow-up welfare and recreational service for these girls.

While all placements to date have been in urban centres, it is proposed to proceed with the selection and placement of domestics (displaced persons) in farm homes. The Dominion-Provincial Farm Labour Committees which handle farm labour in each province will be utilized to screen applications from farm homes for domestic help and to make placements.

The Committee proposes that the Dominion Departments work closely with the Provincial Agricultural Department through the Dominion-Provincial Farm Labour Committees in each province in establishing quotas of displaced persons for farm employment, for handling applications from farmers and for placement. As far as possible, family placement on farms will be promoted. Provinces are asked to share placement costs with the Dominion.

TABLE 1.—IMMIGRATION-LABOUR COMMITTEE

GROUP MOVEMENTS

—	Tentative Quotas as of April 1, 1948	Workers Covered by Approved Applications	Number of Workers Who have Arrived	Balance Due on Approved Applications
DISPLACED PERSONS—				
Woods workers	3,750	3,547	3,472	75
Clothing workers	2,516	2,371	766[1]	1,605
Fur workers	500	.....	.....	.....
Domestic workers—				
Urban	4,000	2,571[2]	1,840	731
Rural	500	.....	.....	.....
150 married couples	300	142	82	60
Heavy labourers	2,689	2,689[3]	613[4]	2,076
Building construction workers	1,000	64	.....	64
Outside rural construction workers	2,000	2,000	645	1,355
Furniture workers	10	10	.....	10
Agricultural workers (male)	2,000	.....	.....	.....
160 married couples	320	.....	.....	.....
Metal miners	2,222	2,222	1,209	1,013
Textile workers	150	101	101	.....
Boot and shoe workers	100	100	.....	100
Nurses (Hospital Aides)	300	.....	.....	.....
	22,357	15,817	8,728	7,089
OTHER GROUPS—				
ITALIANS				
Terrazzo workers	.....	70	.....	70
Track maintenance workers	.....	100	.....	100
POLES—				
Agricultural workers from Italy	.....	10	.....	10
MALTESE—				
Construction workers	.....	500	.....	500
	.....	16,497	8,728	7,769

[1] These workers were accompanied by 606 dependents.

[2] Does not include applications received after March 1, 1948.

[3] Made up of 375 for steel mills, 114 for foundries, 2,100 for railway track maintenance work and 100 for meat packing.

[4] Made up of 406 for railway track maintenance work, 143 for steel mills and 64 for foundries.

Of necessity, displaced persons who have been selected have been workers, either single persons or those willing to come to Canada in advance of their families. A plan is being developed to bring dependents out as soon as there is reasonable evidence that the family will not be a public charge and that accommodation is available.

To date there has been a substantial time lag between the time of selection of displaced persons overseas for employment and their embarkation, due to lack of shipping facilities. This is being remedied as more shipping space has become available.

NOTE:—While not falling within the scope of the fiscal year under review, it is to be noted that by Order-in-Council P.C. 1628 of April 22, 1948, authority was issued for the admission to Canada of an additional 10,000 displaced persons from Europe for a total number of 30,000.

X.—AGRICULTURE, FORESTRY AND FISHERIES DIVISION

Agriculture

General.—Farm labour requirements in 1947, were met, largely, through programs arranged under the Dominion-Provincial Agreements and in co-operation with the National Employment Service. Some crop losses occurred in various regions, but these were caused by weather conditions, rather than by insufficient labour supply.

The loss of an important mobile group of workers, in the autumn of 1946, resulting from the removal of prisoners-of-war, was made up, to a great extent, by the excellent service rendered by the Polish veterans, in meeting year-round farm labour needs. These men were also used to advantage in seasonal work, such as sugar beet activities, etc.

On the whole, the farm labour situation in Canada was easier than for several years previous.

Publicity.—Early in the season, the farm labour film "Workers on the Land" was released to rural circuits operated by the National Film Board. To accompany this, a statement was prepared, covering the purpose of the film, a brief outline of the film along with general observations and a list of topics for discussion following the presentation. This was used by agricultural officials and Film Board personnel charged with introducing the film to rural audiences.

Later in the year, in co-operation with Federal and Provincial Departments of Agriculture, the National Film Board, the National Employment Service and the Information Division, a picto-pamphlet dealing with the efficient use of farm labour was prepared, for use in conjunction with the film.

In July, radio spots and news releases were prepared for the Prairie Region and Ontario, in an effort to increase the labour supply necessary to harvest the Ontario hay crop which matured rapidly due to weather conditions.

In August, postcards were sent to farmers in Ontario and Quebec, advising them of the movement of harvesters to the Prairie Provinces.

Organized Movements of Farm Labour.—During the year under review, as in previous years, it became necessary, as seasonal requirements developed, to move large numbers of workers from areas with surplus manpower, to areas of scarcity. The railways assisted, by granting reductions in fares for intra and inter-provincial movements.

International movements of labour and harvesting equipment were also organized during the year, in co-operation with U.S. officials.

The following table sets forth, briefly, the above-mentioned movements during 1947.

Type of Movement	From	To	Number of Workers
Fruit Picking	Saskatchewan and Alberta	British Columbia	885
Combines	Prairies	United States	3,400 (1,150 units)
Grain harvest	Ontario and Quebec	Prairies	2,211
Grain harvest	Prairies	Ontario	1,160
Potato harvest	Manitoba	North Dakota U.S.A.	700
Potato harvest	Quebec and New Brunswick	Maine, U.S.A.	6,200
Potato harvest	Nova Scotia	Pr. Edward Island	700
Apple harvest	Quebec	Vermont and N. Hampshire, U.S.A.	200
Apple harvest	Nova Scotia	Annapolis Valley	1,500
Tobacco harvest	Southern States	Ontario and Quebec	1,300
Sugar beet	Saskatchewan	Montana, U.S.A.	275
Grain harvest	Quebec	Ontario	400

Farm Labour Agreements.—In March, 1947, draft copies of the Dominion-Provincial Farm Labour Agreements for 1947-48, were forwarded to the Provincial Ministers of Agriculture, for their consideration. Later, a representative of the Department of Labour visited the provinces and discussed the terms of the Agreements. Each province stated a certain amount as a maximum expenditure under the Agreements. These were as follows:

Prince Edward Island	$ 8,000
Nova Scotia	15,000
New Brunswick	15,000
Quebec	50,000
Ontario	140,000
Manitoba	40,000
Saskatchewan	60,000
Alberta	60,000
British Columbia	50,000

The principal variations from the Agreements for the previous year were as follows:

1. Insertion of a clause covering the sharing of expenses for inter-provincial movements of farm labour;
2. Insertion of a clause covering the sharing of expenses for placing Polish veterans on farms;
3. Deletion of a clause covering Prisoner-of-War labour.

Dominion-Provincial Farm Labour Conference.—The fifth annual Dominion-Provincial Farm Labour Conference was held December 4-5, 1947, in the board-room of the Department of Labour. Delegates included representatives from the Provincial Departments of Agriculture, officials of the U.S. Departments of Labour and Agriculture, Canadian Immigration officials, Regional and Head Office representatives of the Unemployment Insurance Commission and other interested persons. The chief items of discussion were: (1) review of activities of the past year; (2) problems relating to Polish veterans; (3) international movements of labour; (4) Dominion-Provincial Farm Labour Agreements 1948-49; (5) future farm labour program including general and seasonal movements of labour; (6) farm labour requirements and source of supply; and (7) future immigration policy.

Immigration.—

Polish Veterans.—In April, a selection team proceeded to England to select the remainder of a group of 4,000 Polish veterans (see P.C. 3112, July 23, 1946), 2,876 of whom had already been brought to Canada, from Italy, in the autumn of 1946.

Early in May, under Order-in-Council, P.C. 1746, permission was granted to increase the total to 4,500. Due to the possibility of last-minute rejections on medical grounds, more veterans were selected than the 4,500 authorized; the rejections, however, did not materialize, and the movement, consequently, totalled 4,527. Authority, covering the recruitment of these extra 27 men, was given under Order in Council P.C. 2854, dated July 18, 1947. The veterans in the second group arrived in Canada during May and June, 1947.

The following table shows total distribution with group breakdown.

Area	First Group	Second Group	Total
Maritimes	220	50	270
Quebec	246	252	498
Ontario	1,233	674	1,907
Prairies	1,077	675	1,752
Pacific	100	—	100
Totals	2,876	1,651	4,527

As with the first group, arrangements were made with the Army to undertake transportation of the veterans from Halifax to distribution points and also for any medical care en route. At these centres the Poles were given an issue of work clothes before being referred to farm employment.

Three newsletters in English, French and Polish, containing items of special interest to veterans and employers, were sent out during April, September and November.

Arrangements were made with the Blue Cross, whereby its hospitalization plan became available to the veterans. Many took advantage of this opportunity.

In the summer, plans were completed with the British Ministry of Pensions, whereby eligible veterans might apply for pensions to cover war injuries and illnesses attributed to war service. The applications are screened for merit by the British Ministry of Pensions and pensions are awarded accordingly.

Permission was granted to Poles who completed one year's employment with their original farmers to have free choice of the farms on which they wished to work for the second year of their undertaking.

Displaced Persons.—Because of the marked success attending the movement of single girls from displaced persons camps to domestic employment in city homes, plans were developed, late in March, for specialized placement of such girls in farm homes.

In addition, it was decided to accept applications from interested farmers, for single male workers (displaced persons), to be used on various types of farms, or in sugar beet work.

Plans also included family groups from displaced persons camps, for placement on sugar beet farms and married couples, without children, for work on farms where the wife would be employed as a domestic and the husband as farm assistant.

Forestry

General.—The drive in Eastern Canada during April and May, 1947, found sufficient men available to handle the record cuts of the previous winter, without special measures other than local advertising by the National Employment Service.

The demand for pulpwood cutters remained high during the summer months. In view of depleted stock piles and the prospect of an even tighter labour market during the balance of the year, representatives of the industry, at meetings of the Woods Labour Committee in the summer and early autumn requested that a woods labour campaign similar to that carried out during the previous season, be started early in the autumn, and stressed the need of supplementing the Canadian woods labour supply through immigration.

In view of the interest of the woods industry, particularly the pulp and paper group, in immigration, and their facilities to accept and accommodate large groups on short notice, the first 1,000 displaced persons reaching Canada under the group immigration plan, were directed to that industry. In all, 3,400 of these workers were assigned to woods employers between August 1 and December 1, 1947. Additional workers arriving on later ships, brought this total up to 3,470 by March, 1948.

The seasonal flow of workers to the woods in the autumn started somewhat later than in previous years, due, in part, to the late harvest and the reluctance of farmers and farm workers to accept other employment until farm work had been completed.

The supply of woods labour during the early autumn, gave every indication of holding its gain of from 15 to 20 per cent over the previous year, and it was decided that a national campaign to encourage men to accept woods employment would not be necessary. A letter was sent to all woods operators from the

Department of Labour, suggesting that they keep the National Employment Service informed of their requirements in order that assistance could be given in meeting their needs. Advertising was then done locally by the National Employment Service as required.

Close touch was maintained with the situation through the Woods Labour Committee and through the Prairie Woods Labour Advisory Committee, representing the Department, the National Employment Service and the industry, which was set up in 1946 in the Prairie Region and continued to meet at intervals during the 1947-48 season.

The industry did not carry out large scale national advertising as in previous years. Individual operators, however, increased their local advertising as required. In the Head-of-the-Lakes area where it is necessary to bring in from outside a large portion of the labour required, some of the larger operators carried out active recruiting in the Prairies and advanced railway fares to the job, during the early autumn months. Considerably more labour than had been expected earlier became available and by December logging camps were rather well filled. Factors contributing to the improved labour supply from the Prairies were: (1) the reduced crops, particularly in certain areas of Saskatchewan, which encouraged many farm workers, who might otherwise have stayed on the farms, to accept woods employment; and (2) the reduced requirements of a number of exporting companies who were affected by the Ontario Government Regulation restricting the export of raw wood.

A new high record in woods employment was reached in early December, 1947. Adequate labour supply, combined with an open winter, resulted in considerably greater production than had been expected earlier in the year and many operators were able to reduce or shut down cutting operations earlier than had been the case in recent years. In March, 1948, numbers employed dropped below that of the previous year and some surplus woods labour was available.

Publicity.—As stated above, no national publicity campaign, to encourage men to accept woods employment, was undertaken by the Department. However, several news releases were issued during the season in order to keep the public informed of woods labour requirements and Regional and Local offices of the National Employment Service carried out newspaper advertising where justified by local requirements.

In view of the keen interest on the part of all concerned, log sawing contests which were started at exhibitions and fairs in Ontario, in 1946, were continued and expanded. Necessary arrangements were handled by the National Employment Service in co-operation with employers.

Special assistance.—Arrangements for the employment of displaced persons were worked out with the industry during the early summer and meetings were held with representatives of the industry at Toronto and Ottawa. Initially, arrangements were worked out directly with a few of the larger operators who were particularly interested. Later, practically all arrangements in connection with applications, screening and distribution were worked out in conjunction with the Ontario Forest Industries Association, which acted on behalf of individual employers. A total of 3,470 displaced persons were placed in woods employment by March, 1948.

Committees and Meetings.—Meetings of the Woods Labour Committee were held in Ottawa in April and September to review the overall woods labour situation and discuss steps considered necessary to meet any labour shortages. In addition to members from interested departments, representatives of the industry, who were, in the main, managers of woods associations from various parts of Canada, were asked to sit in on the meetings.

The Prairie Regional Woods Labour Advisory Committee held four meetings during the year. This committee was originally set up in the autumn of 1946 to keep in close touch with the woods labour situation in the Head-of-the-Lakes area and to co-ordinate the activities of the National Employment Service and the industry, with respect to publicity and recruiting campaigns in that region.

Movement of Woods Labour to U.S.A.—The controlled movement of Canadian woods labour from the border areas of Quebec and New Brunswick to employment with operators in the State of Maine continued on much the same basis as in the preceding year. A meeting of Canadian and U.S. officials interested in this movement, was held in Ottawa, in September. In view of the general satisfaction on both sides of the border with the manner in which the movement was being conducted, no changes were made in the general agreement reached in March, 1947, at which time it was agreed that every effort would be made by both countries to maintain the working force between the upper and lower limits of 9,000 and 2,500, respectively. A leeway of 5 per cent to cover workers in transit, was also agreed upon.

In order to obtain accurate information as to the activities of recruiting agents, the names of workers recruited, areas of recruitment and place of proposed employment, a new form, U.I.C. 859, was developed, following the September meeting. This form which is completed by the recruiting agent, copies being sent to the National Employment Service and the U.S. Immigration Service, has proved most useful.

The number of Canadian workers employed at the peak of the season, January 1, 1948, was 7,758. Workers employed as of March 31, 1948, the normal low period of the year, numbered 2,581.

XI.—BUREAU OF TECHNICAL PERSONNEL

The closing of the regional offices of the Bureau of Technical Personnel, March 31, 1947, and a corresponding reduction of the Headquarters staff in Ottawa, marked a change in emphasis of the various functions to be performed. Under the new arrangements, the Bureau has continued to be responsible for the national roster of scientific personnel and related activities but to a considerable extent has changed from an operating to an advisory capacity in relation to employment matters.

The national inventory of engineers and scientists is widely recognized with regard to its value as an instrument of defence organization. It has, however, continually demonstrated its usefulness in dealing with various problems of peacetime. The maintenance of such records greatly simplifies the whole approach to all questions involving the efficient use of scientific manpower.

The basic inventory is made up of some 40,000 individual records of engineers and scientists with details of training and experience, including related data as to age, war service and present employment. The usefulness of such information depends to a large degree on its being kept reasonably up to date.

A major addition to the records is made, with the co-operation of the universities, when particulars are added each spring covering the new graduating classes. For information regarding those who have already graduated, six main sources are drawn upon to obtain details of such items of information as changes of employment. These six sources are: professional organizations, universities (including alumni bodies), employers, individuals, the press, and the regional offices of the Executive and Professional Division of the National Employment Service.

To supplement what can be gleaned from the study of these individual records, there is a constantly growing fund of related information as to supply and demand, training facilities, salaries, employment fields, immigration and emigration. In addition, there has been carefully preserved, everything relating to technical personnel that appeared to be useful from wartime and subsequent peacetime operations.

Considerable progress has been made in recording the findings of the survey of professional openings in Canada conducted by the Bureau under the guidance of an interdepartmental committee. Five interim reports were issued in the period under review and copies of these were made available to the district offices of the Department of Veterans Affairs, to University advisory services, to professional bodies, the technical press, and the appropriate offices of the National Employment Service. Material gathered in the field through co-operation of employers has been constantly checked with any new information that has become available, particularly the results of the annual campaign for student employment conducted by the Department of Labour and the National Employment Service. In engineering particularly, there has been much concern as to the employment possibilities for the large number of undergraduates now enrolled in this course, the majority of whom are veterans. Experience to date indicates that estimates made on the basis of the original survey may still be considered as valid.

The survey covered the potential employment field for the five years 1947 to 1951 and a recent check of related supply and demand in the engineering field gives the following figures:

Year	Estimated Demand for New Graduates	Estimated Supply of New Graduates
1947	2300	1100
1948	2100	1700
1949	1900	3400
1950	1700	3600
1951	1500	2300
Totals	9500	12,100

In considering these figures, due allowance has to be made for the possibility that some of the students graduating in engineering will enter employment outside the engineering field, and there will also be a certain amount of emigration. Evidence as to the extent of this diversion of engineering graduates is now being gathered.

Useful information has been obtained regarding the employment market in other fields of professional training and this has also been circulated in the interim reports referred to above.

An important outlet for information of the type which the Bureau can supply is the Canadian Committee for Student Guidance in Science and Engineering. This Committee, which was set up by the three major national scientific institutes (Engineering, Mining, and Chemical), has as its principal function the organizing and briefing of a body of counsellors to advise high school students regarding scientific professional training. The Committee, which for convenience, holds its meetings in the Bureau's offices, also provides a means by which the Department of Labour can be assured of the co-operation of all scientific bodies in preparing and furnishing authentic material for occupational research or vocational guidance purposes. The Committee, like the Bureau of Technical Personnel, is somewhat unique in that it provides one of the few common meeting grounds for all engineering and scientific bodies in the country.

Details of the qualifications of groups of engineers and scientists are being furnished on request to various government agencies outside the Department of Labour. Two such projects have involved the preparation to date of 1500 and 400 individual records respectively. Assistance has been rendered in the organization of research committees (using the Bureau's cross index of fields of specialization), one example being a committee on applied mathematical statistics.

Salary information has been furnished to government agencies, certain employers, professional groups, and individuals.

There being no federal department of education, the Bureau has been called upon to deal with a number of enquiries covering various aspects of professional training in scientific subjects. Under this heading comes a request from the Government of India regarding facilities in Canada for postgraduate training in electrical engineering. Generally speaking, it may be said that of the 3,400 written communications and some thousands of personal interviews and telephone calls handled during the year, a substantial proportion were requests for information.

As indicated in the annual report of the Department for the fiscal year 1946-47, employment operations at regional level involving technical persons became, on April 1, 1947, the sole responsibility of the Executive and Professional Division of the National Employment Service. Quite naturally, however, a substantial number of employers and many individual technical persons have continued to approach the Bureau regarding employment matters as a result of the connection built up by the Bureau's earlier operations. In order to ensure for these people the greatest possible assistance, such enquiries are immediately cleared to the National Employment Service. At the same time, the offices of the Executive and Professional Division have kept the Bureau informed of enquiries, applicants, etc., in the technical field which come to their attention. In this way it is possible to assess in general terms the conditions which relate to supply and demand.

Experience indicates that a useful index of the employment market in the field of technical personnel can be derived from information obtained on this basis, even although the coverage is by no means complete under the voluntary system of recording the employment needs of both employers and individuals. The number of recorded openings in engineering and scientific fields has remained fairly constant throughout the year, at a figure between 700 and 800. The number of available technical persons has varied slightly from month to month,

at, or near, 225. As might be expected, civil engineers and architects were particularly difficult to obtain, with mechanical and chemical engineers also being in very short supply. At no time during the year was there an oversupply in any branch of engineering or science.

The Bureau has assisted, both in planning and in operation, in the program of organizing employment for university students. Full use has been made of the experience gained by the Bureau in dealing with science students in previous years in such matters as the compilation of a master list of employers, the preparation of material for publicity purposes, and the editing and preparation of employment lists for use by the National Employment Service in conjunction with the universities.

These undertakings have additional importance by reason of the fact that the present body of undergraduates contains so many veterans. Through its many links with professional organizations, the Bureau is also able to assist in keeping this question before their members. It is gratifying to be able to report that there is every evidence of constantly increasing interest on the part of employers in the problems which face students both at vacation time and on graduation.

The placement of members of new graduating classes in engineering and science each spring is treated as a special problem distinct from the operations involving technical personnel with more experience. The class of 1947 was absorbed into employment without any difficulty. In fact, in the engineering categories, the demand for new graduates was approximately twice as great as the immediate supply. Indications are that in 1948, although the graduating class will be somewhat larger, it will still fall short of meeting the indicated needs.

A number of communications have been dealt with from technical persons who are in displaced persons camps in Europe. The governing factor in such cases is generally the question of admissibility under immigration regulations. Except in a few instances, Canadian employers are hesitant to negotiate when there are no facilities for a personal interview and review of qualifications. A much larger number of letters has been received from engineers and scientists in the United Kingdom who are primarily interested in emigrating to Canada and wish to have general information as to employment prospects in this country. Many of these persons have subsequently arrived in Canada and have taken up employment.

XII.—RESEARCH AND STATISTICS

The functions of the Research and Statistics Branch include the collection, analysis and publication of statistical and other information on wage rates, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupational research and occupational information, conditions prevailing in the labour market on an industrial and a geographical basis, and employment forecasts. Many special projects were also conducted by the Branch during the year.

Wage Rates and Hours of Labour.—Information concerning wage rates and hours of labour is obtained annually from employers and from labour organizations, and occasionally in connection with strikes and lockouts, arbitration, conciliation and mediation in industrial disputes, preparation of fair wages schedules, etc. Reports from representative employers were requested in 1946 showing the rates of wages for the principal classes of labour in their employ, hours of work per day and per week, particulars of any shift operations, and rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment, such as production or incentive bonuses, annual vacation and sick leave with pay was also requested.

The Department has published a series of annual reports on *Wages and Hours of Labour* for the years 1921 to 1941 inclusive, as supplements to *The Labour Gazette.* These contained a table of index numbers of wage rates as well as tables of wage rates and hours of labour for the main occupations in most industries. No report was issued covering the year 1942 but a table of index numbers covering the period 1901 to 1942 was published in *The Labour Gazette* for December, 1943. The series of annual wage reports was resumed with the publication of Report No. 26 applying to the year 1943.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1939-1947

(Rates in 1939=100)

INDUSTRY	1939	1940	1941	1942	1943	1944	1945	1946	1947 (Prel.)
Logging	100	104·9	114·0	125·9	143·1	146·1	153·3	167·4	195·6
Logging, Eastern Canada	100	105·9	114·8	124·9	142·0	143·2	151·4	162·8	.....
Logging, Western Canada	100	101·1	110·8	129·7	147·5	156·8	160·5	184·9	.....
Mining	100	102·5	111·2	116·6	123·7	134·8	136·5	140·6	162·1
Coal mining	100	102·1	109·4	113·1	124·8	146·0	146·2	146·7	.....
Metal mining	100	102·8	112·2	118·7	123·1	125·2	128·2	135·7	.....
Metal mining, Quebec and Ontario	100	103·0	112·2	118·0	121·7	123·7	124·6	128·9	.....
Metal mining, Manitoba	100	101·0	107·8	114·4	121·7	127·4	127·4	140·6	.....
Metal mining, British Columbia	100	102·7	113·7	123·0	128·7	132·1	141·9	159·0	.....
Manufacturing	100	104·3	115·2	125·5	136·8	141·4	146·5	161·5	185·2
Primary textile products	100	107·5	119·0	127·8	140·4	146·0	151·5	165·6	.....
Cotton yarn and cloth	100	109·6	123·8	128·1	136·6	139·1	148·7	161·6	.....
Woollen yarn and cloth	100	107·6	120·1	136·6	152·8	160·3	163·5	183·1	.....
Knitting — hosiery, underwear and outerwear	100	105·8	112·5	123·6	138·5	146·2	150·3	162·5	.....
Rayon yarn and fabric	100	106·8	122·9	129·0	141·3	147·0	148·9	164·7	.....
Clothing	100	105·3	118·0	129·0	139·3	144·3	156·3	176·2	.....
Men's and boys' suits and overcoats	100	107·2	117·9	129·8	146·6	151·9	164·1	182·1	.....
Work clothing	100	106·0	118·2	133·3	140·8	141·0	148·0	160·3	.....
Women's and misses' suits and coats	100	101·7	126·9	131·8	134·5	137·5	152·7	176·2	.....
Dresses	100	106·1	118·8	127·5	133·2	138·9	152·5	179·2	.....
Shirts	100	102·4	107·0	122·6	135·9	146·5	157·0	171·7	.....
Rubber products	100	102·1	117·1	127·1	134·4	139·8	143·4	167·7	.....

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1939-1947—Con

(Rates in 1939=100)

INDUSTRY	1939	1940	1941	1942	1943	1944	1945	1946	1947 (Prel.)
Manufacturing—*Con.*									
Pulp and its products	100	104·6	109·5	115·1	120·3	125·7	127·3	148·6	.....
Pulp	100	108·1	114·4	124·0	128·6	135·3	136·3	162·8	.....
Newsprint	100	103·7	107·7	109·6	115·4	119·6	120·9	137·3	.....
Paper other than newsprint	100	103·4	107·5	113·2	120·1	124·7	126·8	147·0	.....
Paper boxes	100	102·9	115·5	123·9	128·9	133·1	138·5	151·6	.....
Printing and publishing	100	101·7	105·8	110·0	113·7	116·3	118·5	127·3	.....
Newspaper printing	100	101·3	105·5	108·3	112·5	116·5	119·1	125·7	.....
Job printing and publishing	100	101·4	105·9	110·6	113·8	114·9	117·7	129·8	.....
Lumber and its products	100	104·4	117·7	131·0	142·9	148·2	156·1	178·3	.....
Sawmill products	100	105·0	115·0	130·7	143·8	148·7	157·5	184·8	.....
Planing mills, sash, doors, etc.	100	105·0	120·0	123·7	134·9	139·4	147·2	161·2	.....
Furniture	100	101·7	125·0	139·0	147·6	154·8	159·5	171·7	.....
Edible plant products	100	102·9	115·0	122·5	130·0	134·2	139·4	153·0	.....
Flour	100	103·1	113·9	121·5	133·3	135·0	139·2	153·1	.....
Bread and cake	100	102·9	115·5	123·9	128·9	134·3	139·0	152·6	.....
Biscuits	100	103·5	114·4	121·8	131·9	135·8	142·0	159·2	.....
Confectionery	100	101·9	114·5	118·2	130·0	131·8	139·0	148·7	.....
Fur products	100	105·3	113·7	121·7	127·3	130·5	140·5	150·7	.....
Leather and its products	100	105·9	122·5	134·8	142·9	145·4	153·5	167·5	.....
Leather tanning	100	104·5	119·5	133·9	148·9	156·8	167·0	181·1	.....
Boots and shoes	100	106·2	123·2	135·0	141·7	142·6	150·1	164·0	.....
Edible animal products (meat products)	100	103·2	112·7	119·0	135·1	137·3	141·0	165·4	.....
Iron and its products	100	102·7	112·9	125·6	138·8	142·6	148·2	159·6	.....
Crude, rolled and forged products	100	101·5	108·1	122·2	135·5	143·5	149·1	170·6	.....
Foundry and machine shop products	100	104·5	116·0	120·9	137·0	140·8	149·5	161·0	.....
Machinery, engines, boilers, tanks, etc.	100	105·0	116·2	129·7	141·7	147·9	147·3	155·8	.....
Aircraft	100	99·0	109·5	122·7	134·0	138·7	148·7	154·6	.....
Shipbuilding (steel ships)	100	104·9	121·2	132·2	144·4	145·3	145·9	148·8	.....
Motor vehicles	100	100·6	108·6	115·8	122·7	126·3	130·3	140·4	.....
Motor vehicle parts and accessories	100	103·4	110·2	127·0	145·7	147·1	148·2	162·3	.....
Stoves, furnaces, etc.	100	104·5	115·6	131·0	143·5	149·5	155·4	163·5	.....
Agricultural implements	100	105·1	117·6	136·7	151·9	155·8	157·5	178·5	.....
Tobacco products	100	102·8	113·0	120·4	131·5	140·3	140·5	156·9	.....
Beverages (brewery products)	100	103·9	113·3	117·1	121·9	123·5	127·9	148·4	.....
Electric current production and distribution	100	103·3	112·0	120·2	129·6	132·5	134·4	143·5	.....
Electrical products	100	105·6	123·2	133·7	149·2	154·1	156·8	169·1	.....
Construction	100	104·5	111·6	118·6	127·7	129·6	131·1	143·9	153·4
Transportation and Communication	100	101·3	109·7	116·4	127·0	128·0	128·8	143·5	146·0
Transportation	100	101·3	110·1	117·0	127·7	128·7	129·2	145·9	.....
Water transportation (Inland and Coastal)	100	105·2	113·3	125·8	138·8	142·2	144·6	162·3	.....
Steam railways	100	100·0	109·4	114·8	125·5	125·5	125·5	142·3	.....
Electric street railways	100	103·9	109·1	115·8	121·2	125·7	126·6	139·5	.....
Communication—Telephone	100	101·3	106·4	112·0	121·9	122·4	125·6	125·2	.....
Service—Laundries	100	105·4	110·5	116·5	127·3	128·9	135·4	147·5	170·1
GENERAL AVERAGE	**100**	**103·9**	**113·1**	**122·5**	**133·7**	**137·9**	**141·8**	**155·2**	**174·1**

The latest Report, No. 29, issued as a supplement to *The Labour Gazette* for November, 1947, contains index numbers of wage rates for the period 1901 to 1946 as well as tables showing rates of wages by occupations within industries and of straight time or standard hours of work. Wage rate data are shown for selected occupations in various industries for 1946, with comparative figures in certain tables back to 1939 for Canada, and by province or region.

TABLE 2.—INDEX NUMBERS OF WAGE RATES FOR CERTAIN MAIN GROUPS OF INDUSTRIES IN CANADA, 1901-1947

(Rates in 1939 = 100)

Year	Logging	Coal Mining	Metal Mining	Manufacturing	Construction	Water Transportation	Steam Railways	Electric Railways	Laundries	Telephones	General Average
1901	51·4	47·4	61·2	.....	35·3	43·9	33·7	32·8	.....	.....	38·1
1902	52·6	48·0	61·6	.....	37·7	44·1	35·2	34·9	.....	.....	40·0
1903	53·9	48·9	59·5	.....	39·5	43·9	36·8	36·5	.....	.....	41·4
1904	54·6	48·8	58·1	.....	40·9	44·5	37·6	37·5	.....	.....	42·3
1905	57·0	49·5	58·7	.....	42·8	44·7	36·5	37·7	.....	.....	43·1
1906	59·4	50·1	62·5	.....	45·0	45·5	38·9	39·0	.....	.....	44·9
1907	60·3	53·6	61·7	.....	47·0	46·5	39·6	41·8	.....	.....	46·3
1908	58·6	54·3	62·6	.....	47·7	47·6	42·2	42·0	.....	.....	47·4
1909	61·9	54·5	63·2	.....	48·7	48·3	42·3	41·7	.....	.....	48·3
1910	64·0	54·0	62·5	.....	50·9	48·4	44·1	44·0	.....	.....	49·9
1911	65·6	55·9	63·1	45·0	52·9	49·1	46·9	45·2	.....	.....	49·2
1912	67·7	56·4	66·3	45·8	56·2	50·1	47·9	47·4	.....	.....	50·8
1913	68·7	57·3	65·3	47·2	58·6	52·0	49·0	51·3	47·0	.....	52·1
1914	64·3	58·4	65·4	48·7	59·1	52·8	49·9	51·8	49·2	.....	52·8
1915	61·1	58·7	66·2	50·1	59·4	54·0	49·8	50·2	47·5	.....	53·2
1916	73·0	64·0	73·2	54·3	60·0	54·9	51·8	52·5	50·7	.....	56·9
1917	95·8	75·0	81·1	60·4	64·4	64·5	61·0	58·8	56·8	.....	65·2
1918	110·3	90·5	88·1	69·2	73·8	78·6	77·3	73·3	65·6	.....	76·6
1919	127·3	97·8	88·4	85·0	86·8	86·7	90·1	83·8	75·1	.....	90·0
1920	142·5	113·3	102·9	102·4	106·0	105·2	108·2	99·7	88·2	92·2	107·0
1921	102·2	119·4	95·2	95·4	99·9	96·0	95·9	98·6	97·3	91·8	97·5
1922	79·6	113·4	88·0	89·2	95·3	86·7	90·3	94·6	98·2	87·2	91·1
1923	93·5	113·4	91·9	92·5	97·5	91·5	91·2	95·6	99·6	88·6	93·6
1924	105·9	110·3	92·0	93·2	99·4	90·2	91·2	95·7	99·9	89·0	94·8
1925	95·2	96·1	93·3	92·3	99·8	90·4	91·2	96·4	99·0	89·1	93·8
1926	95·5	96·0	93·2	92·8	100·9	90·2	91·2	96·7	99·9	89·7	94·4
1927	97·7	96·3	93·3	94·1	105·0	91·3	97·1	97·5	100·8	91·4	96·4
1928	99·0	96·8	93·2	94·8	108·7	91·9	97·1	99·6	101·6	93·1	97·5
1929	98·7	96·8	93·8	95·4	115·8	96·1	100·0	101·9	101·8	94·2	99·2
1930	97·5	97·1	93·9	95·5	119·1	97·2	100·0	102·3	102·0	94·7	99·9
1931	81·5	97·1	92·6	93·1	114·7	93·0	97·5	101·9	101·5	95·0	96·6
1932	67·1	94·1	89·7	87·0	104·5	86·5	90·1	98·1	99·0	88·6	89·7
1933	57·4	92·8	88·6	82·9	92·5	81·2	88·0	93·8	97·0	87·9	85·1
1934	65·7	93·4	90·9	85·2	90·7	80·5	85·0	93·7	96·1	93·7	85·9
1935	73·1	95·0	92·6	87·0	93·6	81·1	90·1	94·3	96·6	93·0	88·4
1936	80·9	95·1	94·9	89·1	94·2	82·4	90·1	95·2	97·1	93·8	90·0
1937	93·9	95·6	99·1	96·1	96·9	92·0	96·0	97·8	98·3	98·5	96·7
1938	101·8	100·0	99·6	99·2	99·2	99·1	100·0	99·4	99·7	99·7	99·6
1939	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0
1940	104·9	102·1	10 ·8	104·3	104·5	105·2	100·0	103·9	105·4	101·3	103·9
1941	114·0	109·4	112·2	115·2	111·6	113·3	109·4	109·1	110·5	106·4	113·1
1942	125·9	113·1	118·7	125·5	118·6	125·8	114·8	115·8	116·5	112·0	122·5
1943	143·1	124·8	123·1	136·8	127·7	138·8	125·5	121·2	127·3	121·9	133·7
1944	146·1	146·0	125·2	141·4	129·6	142·2	125·5	125·7	128·9	122·4	137·9
1945	153·3	146·2	128·2	146·5	131·1	144·6	125·5	126·6	135·4	125·6	141·8
1946	167·4	146·7	135·7	161·6	143·9	162·3	142·3	139·5	147·5	125·2	155·2
1947	195·6	167·0	158·2	185·2	153·4	.....	142·3	160·0	170·7	133·3	174·1

Index numbers, on the base of rates in 1939 as 100 by main industrial groups, as well as by individual industries, are shown in Table No. 1. For the period 1901 to 1946 the index numbers for the main groups only are shown in Table No. 2.

The general level of wages in Canada during 1946 was higher than in any previous year in the record, and the increase in 1946 was greater than in any other year since 1939. The index covering six main industrial groups was 55·2 per cent higher than in 1939, and 45·1 per cent higher than in 1920 which was the peak year of the inflationary movement following World War I. For the period August, 1939 to December, 1946, the index number of the cost of living advanced 26·1 per cent.

During the period 1939 to 1946, considerable increase in wage rates in all industries was recorded year by year, continuing the advance from the low levels of the depression reached in 1933. From 1939 to 1940, the general index number of wage rates advanced 3·9 per cent; from 1940 to 1941, 8·8 per cent; from 1941 to 1942, 8·3 per cent; from 1942 to 1943, 8·4 per cent; from 1943 to 1944, 3·5 per cent, from 1944 to 1945, 2·8 per cent, and from 1945 to 1946, 9·4 per cent. The percentage increase was greater, therefore, in 1946 than in any of the preceding years since 1939.

A monthly article on wages, hours and working conditions in certain industries has appeared in *The Labour Gazette* starting with the June, 1947, issue.

The preliminary index for 1947 shows an increase of 12·2 per cent over 1946 and a rise of 74 per cent from the 1939 level. This index and the indices for the main groups of industries are given in the tables.

Strikes and Lockouts.—In co-operation with the Industrial Relations Branch, the Research and Statistics Branch is responsible for maintaining a record of strikes and lockouts in Canada. Information concerning this record will be found in the chapter of this report dealing with Industrial Relations.

Collective Agreements.—The Department of Labour endeavours to obtain from employers and trade unions copies of all collective agreements. Agreements received are recorded by industry and the number of workers affected. Representative agreements are summarized each month in *The Labour Gazette.* Records are also kept and summaries made in *The Labour Gazette* of Orders in Council extending agreements under the Collective Agreement Act of Quebec, and of Orders in Council making binding schedules of wages and hours under the Industrial Standards Acts of certain other provinces. Inquiries received from officers of the Department, the International Labour Office, employers, union organizations and others as to various provisions to be found in agreements, many involving research work, were dealt with. Two analytical and statistical studies on collective agreements were prepared: one entitled Collective Agreements in the Fishing Industry in Canada, 1947, was published in the October, 1947, issue of *The Labour Gazette*; the other entitled *Numbers of Workers Affected by Collective Agreements in Canada, 1946, by Industry* was published in the March, 1948, issue.

In the latter study, statistics on the number of workers affected by collective agreements between employers and unions or other organizations of employees, in Canada, were compiled by the Department of Labour, for the first time. The accompanying table gives figures for the principal industrial groups for the year 1946. The second column of the table shows the number of workers affected by agreements extended under the Collective Agreement Act of the Province of Quebec. Any duplication of the numbers of workers covered by agreements under this Act and by other agreements is eliminated in the third column. A more detailed table was published in *The Labour Gazette,* March, 1948.

Labour Organization in Canada.—Most of the "local unions" in Canada are branches of trade unions, many of which are organizations having branches both in Canada and the United States. The Canadian locals of these International unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labour Congress of Canada or the Canadian Congress of Labour. As a rule, Canadian locals which are branches of unions affiliated with the American Federation of Labour in the United States are affiliated with the Trades and Labour Congress, while those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses also has a number of purely Canadian organizations, affiliated with it, either trade unions with a number of branches in different places, or strictly local unions which are directly chartered by them.

Of the international unions not affiliated with either of the Canadian Congresses, the most important are the four railway brotherhoods of engineers, firemen and enginemen, conductors and trainmen. Most of the other railway

TABLE 3.—NUMBERS OF WORKERS AFFECTED BY COLLECTIVE AGREEMENTS IN CANADA, 1946, BY INDUSTRY

Industry Group	Agreements (Other than those extended under Collective Agreement Act, Quebec)	Agreements extended under Collective Agreement Act, Quebec	Total (a)
Total	**844,103**	**239,777**	**1,059,076**
Agriculture	nil	.....	nil
Forestry, Fishing, Trapping	38,471	.....	38,471
Mining (including milling), Quarrying, Oil Wells	48,787	36	48,823
Coal mining	23,254	.....	23,254
Metal mining	19,358	.....	19,358
Other	6,175	36	6,211
Manufacturing	436,554	78,920	494,719
Vegetable foods	21,344	3,507	24,851
Other vegetable products	31,940	.....	31,940
Animal foods	22,575	.....	22,575
Leather and fur products	11,015	16,897	25,669
Textile products	60,775	26,869	75,344
Wood and paper products (including printing)	84,075	13,244	96,009
Iron products	123,387	15,821	135,618
Non-ferrous metal products	49,958	381	50,339
Non-metallic mineral products	17,581	575	18,156
Chemical products	11,011	1,626	11,325
Miscellaneous products	2,893	.....	2,893
Electricity and Gas Production and Supply	15,754	.....	15,754
Construction	27,000(b)	135,042	162,042(b)
Transportation and Communication	231,266	4,162	232,248
Electric railways and local bus lines	20,149	.....	20,149
Steam railways (including express)	139,298	.....	139,298
Water transportation (including stevedoring)	36,758	4,162	37,740
Other	35,061	.....	35,061
Trade	8,247	10,220	18,467
Finance and Insurance	nil	.....	nil
Service	38,024	11,397	48,552

(a) These totals are not the sum of the numbers in the other two columns. Duplications are eliminated.
(b) Estimated.

unions in Canada are affiliated with the American Federation of Labour in the United States and with the Trades and Labour Congress in Canada, the chief exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers, which is affiliated with the Canadian Congress of Labour.

Other central labour bodies are the Canadian and Catholic Confederation of Labour, with which the National Catholic "federations" or unions in the Province of Quebec are affiliated and the Canadian Federation of Labour.

At December 31, 1947, the recorded membership of all trade unions in Canada which reported to the Department was 912,124. This figure was 9·7 per cent higher than that of 831,697, for 1946 and was the highest ever reported to the Department.

In addition to statistics supplied by the headquarters of central bodies and national and international unions, all known local unions are requested to supply information on membership. In 1947, out of a known total of 4,956 local branches, 4,221 reported memberships totalling 785,569.

According to these reports from local branches, which are the only figures received by the Department which can be broken down by localities, there were 286,981 members in Ontario, 210,260 in Quebec, 115,230 in British Columbia, 40,327 in Manitoba, 38,202 in Alberta, 36,575 in Nova Scotia, 24,306 in Saskatchewan, 22,295 in New Brunswick and 714 in Prince Edward Island. The remaining 10,679 members belonged to organizations in the Yukon and to organizations which are not localized.

Among Canadian cities Montreal had the largest number of members reported, with 105,937, and Toronto was next with 87,451. Next in order of size of reported memberships were Vancouver with 61,159, Winnipeg with 36,148, Windsor with 23,940, Hamilton with 19,330, Quebec with 15,967, Edmonton with 13,717, Calgary with 10,788, Sudbury with 10,688, Halifax with 10,081 and Ottawa with 10,067. In 1947, there were 53 urban centres with 20 or more locals as compared with 49 in 1946.

Reports on female membership were received from 1,267 of 4,956 local unions of all kinds in Canada in 1947. These reported a total of 86,603 women members. In 1946, a total female membership of 67,912 was reported by 1,140 locals.

More complete information is contained in the annual report on *Labour Organization in Canada* published by the Department.

TABLE 4.—UNION MEMBERSHIP AND LOCAL UNIONS IN CANADA CLASSIFIED BY AFFILIATION, 1947

Affiliation	Number of Branches	Membership
Trades and Labour Congress of Canada	2,722	403,003
American Federation of Labor (1)	48	6,274
Canadian Congress of Labour	1,163	329,058
Congress of Industrial Organizations (2)	18	2,174
Canadian and Catholic Confederation of Labour	393	91,026
International Railway Brotherhoods (independent)	371	39,627
Canadian Federation of Labour (3)	5	3,641
Unaffiliated National and International Unions	192	31,516
Unaffiliated Local Unions	44	5,805
Totals	**4,956**	**912,124**

(1) These comprise international unions affiliated with the A.F.L. in the United States, the Canadian branches of which are not affiliated with the Trades and Labour Congress of Canada. The 56 local or federal unions, with 6,975 members, which received their charters directly from the A.F.L. have been included under the Trades and Labour Congress in this table as they are affiliated with that body.

(2) These comprise international unions affiliated with the C.I.O. in the United States, the Canadian branches of which are not affiliated with that body.

(3) The membership shown is for the affiliated unions which reported their membership to the Department.

TABLE 5.—DISTRIBUTION OF TRADE UNION MEMBERSHIP BY MAIN INDUSTRIAL GROUPS*, 1946 AND 1947, AND THE PERCENTAGE CHANGE IN 1947 OVER 1946

Industry	1946		1947		Percentage change in membership 1947 over 1946
	Membership	Per cent of total	Membership	Per cent of total	
Mining and quarrying	41,777	5·0	49,036	5·4	+17·4
Metals	164,630	19·8	181,491	19·9	+10·2
Construction	63,266	7·6	71,629	7·9	+13·2
Light, heat and power	7,816	0·9	9,276	1·0	+18·7
Wood and wood products	76,959	9·3	77,806	8·5	+ 1·1
Printing and publishing	14,960	1·8	17,831	2·0	+19·2
Steam railway transportation	134,927	16·2	138,039	15·1	+ 2·3
Other transportation	57,171	6·9	59,536	6·5	+ 4·1
Services	92,190	11·1	110,737	12·1	+20·1
Clothing, footwear	50,533	6·1	54,769	6·0	+ 8·4
Textiles	33,382	4·0	44,811	4·9	+34·2
Foods	41,749	5·0	39,851	4·4	− 4·5
All other industries	52,337	6·3	57,312	6·3	+ 9·5
Totals	**831,697**	**100·0**	**912,124**	**100·0**	**+ 9·7**

* It is not possible to classify membership figures by industrial groups with a high degree of accuracy, since many unions have members whose employment may fall in more than one classification.

Unemployment in Trade Unions.—The Department of Labour collects reports from local trade unions throughout Canada, showing their membership and the number of members unemployed at the reporting date. A calculation is made from these reports to show the percentage of the members who are unemployed.

These calculations were commenced on a quarterly basis at the end of 1915. From 1919 to 1943 inclusive, they were compiled on a monthly basis, but since the beginning of 1944 they have been compiled only once each quarter, at the end of March, June, September and December.

During 1947 the average number of unions reporting each quarter was 2,476. These unions reported memberships averaging 474,613 of which an average number of 6,024 or 1·3 per cent were unemployed on the quarterly dates.

Statistics were published quarterly during 1947 in *The Labour Gazette,* and statistics for the end of each quarter in 1947 and the first quarter of 1948, with comparative figures for certain earlier dates, were published in the June, 1948, issue.

Fatal Industrial Accidents.—The Department continued the compilation of statistics on fatalities resulting from accidents to workers during the course of their employment, or arising out of it or resulting from industrial diseases. Figures of such fatalities in the calendar year 1947, classified by industrial groups, province of occurrence and cause, were published quarterly in *The Labour Gazette* and a summary for the calendar year, together with statistical analysis appeared in the issue for April, 1948 (pages 364-365 and pages 404-412). As in previous years, information was obtained from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from newspapers. Supplementary lists of fatalities reported too late for inclusion in previous lists were also given.

The number of fatalities recorded during 1947 was 1,440 as compared with 1,378 (revised figure) for 1946.

Nineteen industrial accidents which caused the death of three or more persons in each case were reported to the Department in 1947. The most serious disaster occurred on March 3 when the lake freighter *Novadoc* of Ontario registry foundered off Portland, Maine, and 24 crew members lost their lives. On April 24, twelve miners at Norrie, Quebec, were asphyxiated when a fire broke out in

a shaft in which they were working. Twelve crew members of the freighter *Emperor* were drowned on June 4 when their ship sank after striking Canoe Rocks in Lake Superior. An explosion, following the collision of an oil tanker with a coal carrying steamship in the St. Lawrence River, near Morrisburg, Ontario, on September 24, resulted in the death of 11 seamen. Eight accidents resulted in each case in the death of four persons, and seven accidents resulted in the death of three persons in each case.

Classifications of fatal accidents by causes showed that the largest number, 470, were caused by "moving trains, vehicles, etc." The fatalities resulting from causes in other classifications were: "falls of persons," 233; "falling objects", 170; "dangerous substance," 158; "being struck by objects", 33; "working machines", 32; "hoisting apparatus", 28; "animals", 21; "handling of objects", 17; "prime movers", 12; "tools", 5 and "other causes", 261.

The classification of industrial fatalities by province of occurrence showed that the largest number, 581, were in Ontario; 294 occurred in British Columbia; 249 in Quebec; 107 in Alberta; 65 in Nova Scotia; 46 in Manitoba; 44 in New Brunswick; 43 in Saskatchewan; 9 in Prince Edward Island and 2 in the Yukon and Northwest Territories.

Analysis by industrial groups showed that there were 285 fatal accidents in transportation and public utilities, 252 in manufacturing, 188 in mining, non-ferrous smelting and quarrying, 185 in logging, 163 in construction, 117 in agriculture, 108 in service, 56 in trade, 40 in electricity, gas and water production and supply, 30 in fishing and trapping, 8 in finance; 8 were unclassified.

With regard to non-fatal accidents, certain statistics, compiled from reports from Workmen's Compensation Boards, covering the calendar year 1939 and the years 1942 to 1947, inclusive, were published in the April, 1948 issue of *The Labour Gazette* (page 412).

Placement Operations of the National Employment Service.—Statistics covering the operations of each of the local offices of the National Employment Service were compiled and tabulated from weekly returns. The reports subsequently issued covered general placement operations, placements of ex-service personnel, inventories of applications and vacancies by occupations, and special placements of handicapped persons.

Manpower Analysis.—During the fiscal year, a large volume of work, including a continuing analysis and interpretation of labour market conditions on a national, regional and an industrial basis, was performed to meet the day-to-day needs of the Department.

In addition to this work, numerous research studies were undertaken the results of which were made available in special reports. These special reports, among many others included: "Domestic Servants—The Problem and Some Answers"; "Employment Conditions in the Professions"; "The Employment Outlook for Technical Personnel"; "The Problem of the Unskilled Older Worker"; "Effects of the War on Canada's Labour Force"; "Organized Movements of Seasonal Workers in Agriculture"; and "Manpower Problems in the Construction Industry".

The results of a number of other research studies were published in *The Labour Gazette.* These included: a review of manpower conditions in Canada during 1946 (May, 1947, issue); "Postwar Trend of Real and Money Earnings in Manufacturing in Canada" (July, 1947, issue); "The Problem of the Older Worker" (September, 1947, issue); an article on the agricultural implements industry—the third in a series of articles analyzing the nature, extent, causes and prospects of stabilization of seasonal variations of employment in specific Canadian industries (January-February, 1948, issue); "The Effect of Immigration in Relieving Labour Shortages During 1947" (March, 1948, issue).

Employment Forecasts.—Direct forecasts of employment in the key manufacturing and primary industries, three months and six months in advance, were prepared. These short-term forecasts were based on information obtained quarterly from a group of selected firms totalling approximately four hundred. The quantitative forecasts were supplemented by qualitative information relating to the outlook for production and employment, the supply of labour and the situation in regard to raw materials, market prospects, plant expansion and government policy having a possible effect on employment.

The qualitative information was obtained by personal interview.

The information obtained has been used by officials in the Department of Labour and in other Government Departments in anticipating probable labour market trends.

Occupational Research.—During the fiscal year under review, the revision of occupational wage reporting schedules was continued.

Each wage reporting schedule lists occupations which are considered to be representative of a specific industry and describes briefly each occupation. The purpose of this procedure is to ensure a higher degree of uniformity and standardization in the reporting of wage rates on an occupational basis.

Group organizations and representative firms are consulted in order that the schedules may serve as adequately as possible the purpose for which they are designed.

Occupational Information.—From October, 1947, the Occupational Information Service, which had operated for the benefit of ex-service personnel for two years in the Department of Veterans Affairs, was on loan to the Department of Labour, with the view of transfer to the Research and Statistics Branch.

During the balance of the fiscal year, the extent of the demand for information on occupations was ascertained and plans were under way to meet the need by extending the coverage of occupational information and also by distribution of this information on a wider basis than had been the case when the unit was attached to the Department of Veterans Affairs.

Arrangements were made with officials of provincial Departments of Education for distribution of a new series of monographs and pamphlets on occupations to teachers, counsellors and students. These publications are also available to National Employment Service Offices, personnel departments in industry, etc.

Representatives of professional societies and trade unions co-operate in the verification of material published.

XIII.—SPECIAL SERVICES

The Labour Gazette.—Completing its forty-eighth year of publication in September, 1948, the *Labour Gazette* continues to follow the general policy laid down by its founder and first editor, the Rt. Hon. W. L. Mackenzie King. That policy as set forth in the first issue (September, 1900) stated: *"The Labour Gazette* is an official publication by the Dominion Government. . . . It is the Journal of the Department of Labour and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects".

Throughout its history *The Labour Gazette* has reflected the many and varied changes that have taken place in industrial and labour relations and social conditions in Canada. It has, however, never deviated from its original purpose of reporting objectively and factually the current trends in labour and industry.

As in former years, *The Labour Gazette* during the fiscal year under review, published records of labour legislation, employment and unemployment, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the National Wartime Relations Board.

In addition, it contained articles on social, industrial and economic conditions in Great Britain, the United States and other countries, especially where these were in some degree analogous to those in Canada. The proceedings of the International Labour Organization and the World Federation of Trade Unions were reported upon, and informative articles on economic stabilization, post-war reconstruction, social security and related material from other Government departments appeared in some issues.

During the last quarter of the fiscal year the format of *The Labour Gazette* was changed with the dual purpose of effecting a saving in space requirements of certain sections and of giving a more orderly and attractive alignment of material. Essential features have been retained and it is expected that the new arrangement will include more research material in conformity with present-day economic developments.

Co-incident with the change in format, the subscription price was raised to one dollar per annum to general subscribers with a special rate of fifty-cents per annum to accommodate the requirements of trade union locals, students and companies wishing to subscribe for their staffs.

At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at two dollars a volume.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 18,291 (14,498 in English and 3,793 in French). The average monthly paid circulation was 11,001 (8,456 in English and 2,545 in French). For the fiscal year 1946-47, the average monthly distribution was 18,683 and the average monthly paid circulation was 11,511.

Information Branch.—Since the establishment of the Information Branch on January 1, 1943, it has been concerned with providing a broad publicity service for the several activities of the Department, including National Employment Service, Unemployment Insurance and the Wartime Labour Relations

Board (National). It has been the policy of the Department to keep the public fully informed, not only in regard to the legislation it adminsters, but also on the operations of the several branches.

The Branch is responsible for the preparation and issue of press releases on all policies and activities of the Department. During the fiscal year under review, 333 news releases were issued.

During the year the Department found it necessary to carry out several advertising campaigns to inform the public concerning regulations, labour supply projects, employment of veterans, the facilities of the National Employment Service, immigration of Polish veterans from the United Kingdom and men and women from the Displaced Persons Camps in Germany, and similar matters. Newspapers and other publications, radio stations, posters, photographs, films and circular letters were all used extensively by the Information Branch in these advertising campaigns.

Special articles on various departmental activities and operations were provided on request to interested publications. A substantial number of general enquiries on labour and industrial relations were dealt with. An illustrated pamphlet, designed to assist in bringing about better living and working conditions in agriculture, was prepared during the latter part of the year and will be distributed early in the fiscal year 1948-49.

At the request of important public organizations, a report containing an index of organizations in industry, commerce and the professions in Canada was published in French and in English by the Branch. The last previous report on the subject was published in 1937.

A brief digest of current employment matters, printed in bulletin form, was distributed twice a month to employers and employer groups.

Officers of the Branch cooperated with officers of the National Film Board and of other Departments on interdepartmental information projects, notably the rehabilitation of ex-Service personnel and the employment of older veterans.

The Department, through a special vote available under this Branch, financially assisted the National Film Board in the operation of its industrial circuits, as an exhibition agency of Government films.

On behalf of the Department, the Branch arranged with the National Film Board for the production of the fifth in a series of short motion pictures on the subject of industrial accident prevention. The first four of these films, distributed in 1947, represent the first steps in implementing a policy of the Department to contribute to the industrial accident prevention campaign carried out by agencies of Provincial Governments and accident prevention associations.

A film dealing with apprenticeship in the building trades was completed and made available for distribution in the early summer of 1947.

Labour Legislation.—Information concerning labour legislation both in Canada and abroad is made available through special publications and through *The Labour Gazette.*

Labour laws enacted in Canada, federal and provincial, are set out in an annual report and are also summarized in *The Labour Gazette* at the close of the legislative sessions. Certain classes of legislation in Canada are the subject of annual publications; comparative articles concerning other laws in Canada and elsewhere are published from time to time. The provisions of International Labour Conventions and Recommendations may be included for comparative purposes. Items of special interest relating to legislative or administrative standards, proposed or actual, in Canada and in other countries, and summaries of legal decisions in labour cases, are also printed in *The Labour Gazette.*

Annual publications issued during the fiscal year 1947-48 include *Labour Legislation in Canada in 1946; Workmen's Compensation in Canada. A Com-*

parison of Provincial Laws; and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages and Workmen's Compensation.*

A comparison of Canadian Legislation concerning the employment of young persons with the standards approved by the International Labour Conference was published in July, 1947, and January, 1948, under the title *International Labour Conventions and Canadian Legislation concerning Young Persons; Part I—Minimum Age for employment, Part II—Night Work, Part III—Medical Examination for Employment.*

A report on Labour Legislation in Canada has been issued annually by the Department since 1915. It contains the text or summary of the Dominion and provincial statutes and statutory orders affecting labour. In 1915, 1920, 1928 and 1937, the Report took the form of a consolidation of all labour laws on the Dominion and provincial statute books at the end of those years. The 1948 volume will reproduce the laws as they stand on December 31, 1948. Reports for intervening years cover only legislation enacted during the year.

The increased legislative activity which was to be expected after the war is a reflection of the heightened public interest in labour conditions. This interest is shown, too, in the expansion of the correspondence regarding labour laws, in the requests received for publications and for information concerning laws in other countries. Publications particularly in demand were: *Trade Union Law in Canada; Labour Legislation in Canada. A Historical Outline of the Principal Dominion and Provincial Labour Laws; Workmen's Compensation in Canada; Outline of Trade Union History; Safety in Building;* and *Industrial Lighting.*

The Canadian Association of Administrators of Labour Legislation was formed in May, 1938. The objects of the organization, which consists of all Dominion and Provincial Departments or Boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement and to bring about greater uniformity in the legislative standards of the provinces through the exchange of information and by annual conferences. The provinces pay an annual membership fee of $25. The Dominion Department of Labour gives the services of the Secretary-Treasurer and bears the cost of reporting and distributing to the members reports of proceedings of the annual conference.

At the six sessions of the Canadian Association of Administrators of Labour Legislation, 1938-43, the topics discussed included minimum wages, maximum hours, conditions on Government contract work, accident prevention, factory inspection, trade unions, collective bargaining, industrial disputes, employment of women and children, apprenticeship, annual reports of labour departments, and such wartime policies as the stabilization of wages and the control of labour. The seventh annual conference is scheduled to be held in Ottawa early in May, 1948.

The Library.—The Library was established with the formation of the Department in 1900. It now has 120,000 volumes and pamphlets on all phases of industry and labour. These cover all aspects of industrial development and labour relations including profit sharing, occupational hazards, industrial health, co-operatives, guaranteed wage, union history, collective bargaining, etc. Several hundred house organs and employee handbooks are received regularly, as well as all Canadian and many American and foreign trade union papers, which are kept permanently.

All publications of the International Labour Office are preserved permanently in the Library, and the chief governmental publications pertaining to

labour of most foreign countries are received regularly. Copies of all publications of the Department are preserved, together with the constitution and proceedings of all Canadian unions, those of Empire Countries and international unions, and of the chief unions of the United States and other countries.

A select list of recent additions to the Library appears monthly in *The Labour Gazette*. These publications may be borrowed without charge, if available at the time, for a period of one month.

In addition to the services rendered to the members of the staff of the Department of Labour, during the fiscal year 1947-48, 265 inquiries for material and information were received from sources outside of governmental offices.

Loans to persons outside of the Department, representing chiefly industry and labour unions, totalled 1,065 items.

During the fiscal year 11,949 library books and pamphlets were loaned; 2,676 reference questions were answered; and 20 bibliographies prepared.

The facilities of the Library are available to the public.

XIV.—RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

Early in the war, the Dominion Government and the Departments most immediately concerned began to formulate plans and to develop facilities to deal with the rehabilitation and re-establishment of members of the Armed Services. These plans and procedures were ready to be put into effect when demobilization commenced.

The chief functions of the Department of Labour in the re-establishment program were to assist ex-service personnel in returning to their former employment, to place them in new employment, or to provide training facilities to enable them to acquire special skills before seeking employment.

In the carrying out of this program the Department of Labour was made responsible for the administration of the Reinstatement in Civil Employment Act, 1942, and of special facilities within the National Employment Service for the placement of ex-service personnel, and for providing vocational and pre-matriculation training. In view of changing conditions and special problems connected with re-establishment, plans and procedure were kept under review and adjustments were made as required.

Re-establishment of ex-service personnel of World War II passed its peak during 1946 and by the end of the fiscal year 1947-48 it was evident that rehabilitation, as an organized program, was nearing completion.

During 1947, the demobilization of the wartime Armed Forces was completed, the numbers of veterans volunteering for Rehabilitation Training decreased markedly during the latter part of the year, and the numbers of veterans registered as unplaced applicants with the National Employment Service were fewer during each season of the year than for any similar periods since general demobilization was begun.

Rehabilitation, as it is affected by the re-establishment of veterans in suitable civilian jobs, was greatly facilitated during the summer of 1947 by a strong demand for workers which existed in practically all Canadian industries. At January 31, 1947, 51,481 ex-service men of World War II, exclusive of Dual Service Veterans, were registered for employment with the National Employment Service. By September 30, 1947, the highest point of employment for the year, this figure had fallen to 15,554.

Reinstatement Administration.—Provision for the reinstatement in civilian employment of persons discharged from the Armed Forces was made under the War Measures (Civil Employment Reinstatement) Regulations in June, 1941. In 1942, the Reinstatement in Civil Employment Act was passed, and subsequently the Minister of Labour was made responsible for its administration and enforcement.

It became apparent early in 1946 that it was desirable to consolidate the provisions of the Reinstatement in Civil Employment Act, 1942, the Reinstatement Regulations and the three amending Orders in Council, and to give statutory effect to the Order in Council provisions. Accordingly, a consolidating Bill was prepared and, after careful consideration by a Select Committee on Veterans Affairs, was introduced in the House of Commons by the Minister of Labour. On August 31, 1946, it received the Royal Assent, becoming effective as from that date, and is known as The Reinstatement in Civil Employment Act, 1946.

Insofar as the administration of the Act is concerned, the actual details of administration were entrusted to the Unemployment Insurance Commission which in turn placed the responsibility with its legal branch.

The vast majority of applications for assistance under the Act, have come, in the first instance, from local offices of the Commission and have been investigated by District Investigators. Most of these cases were settled amicably, but in all important matters it has been the practice to refer full particulars to the legal adviser for his opinion. In other words, the Act has been administered through the same channels as are used in the administration of The Unemployment Insurance Act and Regulations.

Cases not satisfactorily adjusted at the local or regional level are referred to Head Office for final decision. This procedure guarantees that disposition of every case is as complete and as satisfactory as possible. During the fiscal year, 250 cases were investigated by District Investigators of the Unemployment Insurance Commission.

Employers have not only lived up to the obligations imposed by the Act and Regulations but they have also endeavoured to comply fully with the true spirit of the legislation. Indeed, many of them have gone far beyond the terms of the Act and Regulations in their voluntary effort to ensure that the men and women formerly in their employ have been reinstated in the positions to which they were entitled. The co-operation of employers in this regard cannot be over-emphasized.

In only three instances has it been found necessary to institute proceedings against employers who refused to reinstate their former employees.

Veterans Placement Division.—Notwithstanding the fact that the last remaining members of Canada's Wartime Armed Forces were released from their respective services in September, 1947, there was little change in the volume of work in connection with Veterans' Rehabilitation performed by the National Employment Service during the fiscal year under review.

There were, however, a few changes in the nature of the work. These changes were due to the time limit in which veterans could apply for certain DVA benefits having diminished or run out entirely for all veterans except the comparatively small numbers who were discharged after the commencement of the fiscal year, and certain other exceptions. These benefits include Out-of-Work Allowances, certain classes of medical and dental treatment, and vocational training. The National Employment Service still found it necessary to deal with cases involving the benefits referred to, but the volume dropped considerably. At the same time, applications for such benefits as Re-establishment Credits, Awaiting Returns, Business Loans and Building Priorities increased as more and more veterans became settled in civilian life.

As eligibility for Out-of-Work Allowances ran out, the importance of employment for veterans became even more evident and received special attention from the officials of the Employment Service, with appreciable results. On March 31, 1947, there were 56,879 unemployed male veterans and 1,007 female veterans registered with the National Employment Service for employment. These figures dropped to 20,720 and 828, respectively, in September, 1947, from which date they rose with the seasonal trend in unemployment and stood at 43,896 and 873 at the end of March, 1948. The figures for males include veterans of the 1914 war.

The emphasis placed on Veterans' employment is indicated by the fact that while the percentage of male veterans registered to all males registered at March 31, 1947, was 39 per cent, the corresponding percentage at March 31, 1948, was 29 per cent. Some of this reduction can be accounted for by the fact that appreciable number of men were still being discharged by the Armed Forces during the first few months of the fiscal year; nevertheless, the trend continued steadily during the whole twelve months' period.

Efforts to stimulate public interest in the employment of veterans of the 1914 War and Dual Service veterans continued throughout the year. The total

of these men registered for employment at the end of March, 1947, was 9,262. The corresponding figure in 1948 was 8,901. The lowest figure recorded during the year was in October, when only 5,441 veterans of the 1914 war or both wars were registered for employment. To appreciate this problem fully, it must be realized that a number of men of the 1939 war move into the 45 years of age and over class each year; they are not included in the above figure. This problem is therefore an expanding one and efforts are continuing in close co-operation with those DVA officials whose main interest is this particular problem. Employers generally continue to be most co-operative in the matter of employing veterans wherever possible.

Disabled and handicapped veterans were given special attention and the Special Placements Division of NES, in co-operation with the Casualty Rehabilitation Section of DVA, found employment, on an average, for close to 600 handicapped veterans each month.

In the fall of 1947 the veterans sections in local offices of the National Employment Service were re-organized to meet the changing picture of veterans' rehabilitation as it affects the work of the NES and to provide an organization of a more continuing nature, placing increased emphasis on the employment function. This re-organization calls for the applications of all veterans to be subject to a special follow-up service after 30 days. In addition, experienced counsellors, who are themselves veterans, are available to discuss training, employment or other problems peculiar to ex-service men and women. Close liaison is maintained with the Department of Veterans Affairs and organizations concerned with veterans.

The National Employment Service is represented on all DVA Rehabilitation Review Boards, the function of which is to provide veterans who have special problems with the advice of specialists in various phases of welfare and employment, and in addition, to make available such assistance as the organizations represented on the Board are able to offer.

Veterans who are training under the Veterans Rehabilitation Act were assisted in their search for employment on completion of training. NES officials kept close touch with veterans training in CVT or private schools and were often able to offer jobs immediately on graduation. Early in the fiscal year, contact was made with all veterans known to be taking university training in the United States. On request, they were supplied with information regarding employment opportunities in their own line in Canada. On graduation efforts were made to find employment for them. A short time later, the same service was extended to veterans taking vocational training in the U.S.A. Many letters of appreciation were received from Canadian veteran students in the United States and the volume of correspondence which resulted indicated a healthy desire on the part of a large number of these men and women to return to Canada on completion of their studies. Student veterans in Canada were assisted in finding employment during vacation periods to provide funds and in many cases valuable experience as well, with which to further their studies.

Another service provided by NES Veterans' Officers was the handling of veterans' applications for priorities in securing building materials. In many cases the housing problem affects, to a considerable degree, the veteran's ability to accept employment available in various areas.

As was to be expected, the volume of cases concerning reinstatement in civilian employment decreased during the year. Nevertheless, a few cases were still being handled during the last few months. Experience in administering the Reinstatement in Civil Employment Act, 1946, has been uniformly good. Employers on the whole have gone far beyond the letter of the law in this matter and there have been very few cases where legal action by the Department has been necessary to establish a veteran's right to reinstatement under the Act.

Comprehensive statistics on veterans' employment have been maintained and provide the record upon which veterans' operations are based. These statistics are made available to other departments of government vitally concerned in the matter of veterans' rehabilitation. At periodical intervals information on the progress of veterans' placements was supplied to the public, particularly those organizations interested and able to assist in furthering the veterans' interests in the employment field.

Except for almost 45,000 veterans still training, the task of rehabilitating Canada's veterans has nearly passed the stage in which "volume" features predominantly. It is now assuming the form of a specialized and continuing program to deal with those whose war service has created problems special to them which not even the current high level of employment can solve.

Vocational Training.—The training of ex-service personnel has been an important part of the Re-establishment Program. The particular phases of rehabilitation training which come under the Department of Labour include trades training, either in industry or in vocational school, and prematriculation courses.

Although actual training for which the Department of Labour is responsible is under the Dominion-Provincial Scheme (Canadian Vocational Training), the eligibility of discharged personnel for training, and the length of training to be given, must be approved by the Department of Veterans Affairs. Post-discharge training at university level, and highly specialized training necessary in cases of discharged persons suffering from serious disabilities, is provided by the Department of Veterans Affairs.

The Department of Veterans Affairs ruled that veterans desiring to take advantage of vocational training facilities must enter upon their training by December 31, 1947, except where discharge took place after December 31, 1946, and in special cases where delay is due to disability, hospitalization, or other individual causes. Such cases are considered as they arise.

A full account of the training of ex-service personnel provided by the Canadian Vocational Training Branch of the Department of Labour is contained in the Chapter entitled "Canadian Vocational Training".

XV.—RE-ESTABLISHMENT OF JAPANESE IN CANADA

At the close of the year ending March 31, 1948, all indications showed that the Japanese racial groups moved from the coastal area of British Columbia were becoming firmly re-established in their new places of residence extending from the interior of British Columbia to the Maritime Provinces. The slowing up of re-location eastward during the fiscal year and the growing number of Japanese who were entering business and were purchasing homes, were evidence that re-establishment was nearing completion.

Compartive figures on the distribution of persons of the Japanese race in Canada are as follows:

	British Columbia	Prairies	Eastern Canada	Total[x]
March 31, 1947	6,618 (32%)	5,796 (28%)	8,197 (40%)	20,645 (100%)
March 31, 1948	6,255 (30%)	5,690 (27%)	8,835 (43%)	20,814 (100%)

x Includes 34 persons living in the Yukon and the Northwest Territories.

On April 14, 1947, all travel and residence control regulations over Japanese were revoked except those applicable to the Province of British Columbia. As a result, the total figure, as well as those for the Prairies and Eastern Canada, at March 31, 1948, shown above are only estimates. No special federal restrictions remained in effect applicable to persons of the Japanese race living between Alberta and the Maritimes inclusive who comprised 70 per cent of the total of such persons in Canada.

On February 14, 1948, the travel controls applicable within British Columbia were further relaxed to require R.C.M.P. travel permits only for persons of the Japanese race entering that province and/or entering the restricted coastal area of that province. Order in Council P.C. 804 of March 2, 1948, carried this process a step further by revoking those sections of Order in Council P.C. 946 which had given the Minister of Labour power to direct the movements and residence of persons of Japanese origin and restricted his authority to make regulations governing the travel and residence of Japanese to the Province of British Columbia, and provided that the whole of Order in Council P.C. 946 including the above authority is revoked, effective April 1, 1949.

With the voluntary return of 3,964 individuals to Japan in the year 1946, interest in repatriation rapidly declined. As a result, the Canadian Government announced on September 3, 1947, that it would no longer give financial assistance to those Japanese desiring to go to Japan henceforth. Order in Council P.C. 637 of February 20, 1948, revoked Order in Council P.C. 7355 of December 15, 1945, except that section which authorized the Government to remit to repatriates already in Japan the proceeds of any property which was left in the care of the Custodian of Alien Property in Canada.

In line with its long-term policy of promoting the re-establishment of the Japanese, the Department early in 1948 concluded agreements with the Provinces of British Columbia and Alberta whereby the Dominion and the Province are to share welfare costs for Japanese evacuees on a "fifty-fifty" basis for two years from April 1, 1948, after which the Dominion contributions are to cease. The Alberta agreement also covered educational costs, and provided that the Japanese evacuees situated in that Province were to have full provincial residential status. These agreements were approved by Orders in Council P.C. 589 of February 19, 1948, and P.C. 958 of March 6, 1948.

XVI.—INTERNATIONAL LABOUR ORGANIZATION

The International Labour Organization, which was established as an autonomous associate of the League of Nations under the terms of the Treaties of Peace in 1919, is an intergovernmental agency, financed by contributions from its Member States. Its purpose is to promote social justice by improving industrial conditions in all countries of the world through legislative action and international agreement, thus providing the basis for universal and lasting peace. The Organization provides machinery for concerted action to improve working conditions, to raise standards of living, and to promote social and economic stability. By an agreement signed on December 14, 1946, it was brought into official relationship with the United Nations, although retaining its identity as a separate organization.

Canada has been a member of the Organization since its inception and the Department of Labour is the officially designated liaison agency between the Canadian Government and the ILO. At present there are fifty-five Member States in the Organization, which is democratically controlled by representatives of their governments and by representatives of their organized employers and of their organized workers appointed by these Governments.

Early in 1940, when war conditions made it impossible for the Organization to continue to discharge its functions in Geneva, it accepted the invitation of the Canadian Government to establish temporary headquarters in Montreal. The permanent staff is now divided between Montreal and Geneva. Branch Offices are maintained in Washington, London, Paris, Rome, New Delhi and Shanghai.

The International Labour Organization comprises three principal organs: (1) the *General Conference of Representatives of Member States*, which in normal times meets regularly once a year, or oftener if required, and which may be considered the legislative body of the Organization; (2) the *International Labour Office*, which is the permanent secretariat as well as a world information centre and publishing house with respect to all questions relating to the international adjustment of conditions of industrial life and labour, and which also prepares draft international labour Conventions, fosters their ratification and watches over their application; and (3) the *Governing Body of the International Labour Office*, which is the Executive Council of the Organization and supervises the budget, arranges the agenda of the annual sessions of the General Conference, and decides on the measures to be taken to give effect to the resolutions of the Conference. It usually meets quarterly.

The Organization's structure and field of activity have been considerably extended since 1945 through the establishment of a number of tripartite industrial committees, representing governments, employers and workers, which function in special fields of labour and social conditions. The setting up of these international industrial committees enables the authorities and the employers' and workers' organizations connected with these particular world industries to take a direct part in the work of the Organization.

The field of action of the International Labour Organization is a wide one; it includes manpower organization, labour legislation, industrial health, safety and welfare, industrial relations, social security, various branches of statistics, and the innumerable subdivisions of these complex subjects; it extends to industry, commerce, agriculture, and all forms of transport.

Since 1919 to date, there have been held thirty sessions of the General Conference of Member States, at all of which Canada has been represented. The Conference is a tripartite body, and a complete delegation from a member state consists of four delegates: two representing the Government and two representing respectively employers and workers, chosen by the Government in agreement with the most representative employers' and workers' organizations in the country.

Each delegate may be accompanied by not more than two technical advisers for each item on the agenda of the Conference, one at least of whom should be a woman if questions affecting women are to be considered.

The principal function of sessions of the Conference is the formulation of international minimum standards governing working and living conditions. These standards are embodied in multilateral treaties, known as International Labour Conventions, and in Recommendations. The member countries of the Organization are obligated, under the Constitution, to consider Conventions for possible ratification. If a country ratifies a Convention, it is under obligation to bring its national legislation into line with the provisions of the Convention and to submit annual reports to the International Labour Office on the steps it has taken to give effect to the Convention. Recommendations are not required to be considered for possible ratification, but countries are obliged to consider them "with a view to effect being given to them by national legislation or otherwise". These Conferences to date have resulted in the adoption of a total of 86 Conventions (53 of which are in force) and 82 Recommendations, covering a wide range of subjects, viz: employment and unemployment (employment services, national development schemes, provision for unemployment, the organization of employment during the transition from war to peace); general conditions of employment (wages, hours of work, weekly rest periods, and annual holidays with pay); the employment of children and young persons (age for admission to employment, medical examination for fitness for employment, vocational training and apprenticeship, night work); the employment of women (maternity protection, night work, employment upon unhealthy work); industrial health, safety and welfare; social security; industrial relations; labour inspection; maritime labour; social policy in non-metropolitan territories; migration; and statistics. The total number of Conventions which have been ratified to date is 971.

In Canada, all these proposals are first submitted to the Law Officers of the Crown with a view to determining whether they fall within Dominion or Provincial jurisdiction, after which they are laid before Parliament and also brought officially to the attention of the Government Departments concerned and the provincial authorities.

Although a staunch supporter of the International Labour Organization from the outset, Canada, like other federal countries, is confronted with constitutional difficulties in adopting legislation to give effect to the provisions of many of these ILO proposals. To date Canada has accepted one Recommendation, that concerning the Communication to the International Labour Office of Statistical or other Information regarding Emigration, Immigration and the Repatriation and Transit of Immigrants; and has ratified eleven Conventions concerning: (1) Minimum Age for the Admission of Children to Employment at Sea; (2) Unemployment Indemnity in Cases of Loss or Foundering of the Ship; (3) Minimum Age for the Admission of Young Persons to Employment as Trimmers or Stokers; (4) Compulsory Medical Examination of Children and Young Persons Employed at Sea; (5) Seamen's Articles of Agreement; (6) Marking of the Weight on Heavy Packages Transported by Vessels; (7) Protection against Accidents of Workers employed in Loading or Unloading Ships; (8) Statistics of Wages and Hours in the Principal Mining and Manufacturing Industries, including Building and Construction, and in Agriculture; (9) Limitation of Hours of Work in Industry; (10) Weekly Rest in Industry; and (11) the Creation of Minimum Wage-Fixing Machinery. Legislation to implement the first seven of these Conventions is embodied in the Canada Shipping Act, 1934 (which came into effect by proclamation on August 1, 1936), and in Regulations thereunder approved by Order in Council. The provisions of No. 8 are being fully met, in part by the Dominion Bureau of Statistics of the Department of Trade and Commerce and in part by the Department of Labour. Measures enacted by

Parliament in 1935 to give effect to the three last-mentioned Conventions, however, remain inoperative as, following a reference made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, the judgment rendered was taken to the Judicial Committee of the Privy Council in London, which declared in January 1937 that all three of these Acts were outside the competence of the Parliament of Canada.

A great deal of research work falls upon the Department of Labour in connection with the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the Industrial Committees as well as of the quarterly meetings of the Governing Body and meetings of committees of technical experts on various questions of interest to industry and labour. Close collaboration is also necessary with other Departments of the Dominion Government, Provincial Governments, employers, labour, and with the International Labour Office itself.

During the fiscal year under review the International Labour Conference held its Thirtieth Ssession; four of the eight Industrial Committees of the ILO held their second sessions; the ILO's Sixth International Conference of Labour Statisticians took place; the second session of its Permanent Migration Committee was held; and there were three regular sessions of the Governing Body and of its several standing committees. The Canadian Government was represented at all of these meetings, a note on which appears below. In addition, the Canadian Government was represented at the Second Inter-American Conference on Social Security (sponsored by the ILO) held in Rio de Janeiro in November (for which the Department of Labour prepared a report on Unemployment Insurance); and was also represented in the small group selected from the Governing Body to attend both the Preparatory Regional Asian Conference held in New Delhi and the Regional Meeting for the Countries of the Near and Middle East held in Istanboul in October and November respectively.

Thirtieth Session of the International Labour Conference

The Thirtieth Session of the International Labour Conference was held in the Assembly Building of the Palace of Nations, in Geneva, from June 19 to July 11, 1947. It was attended by delegations from forty-eight Member States of the Organization, including Austria, which was re-admitted during the session. Altogether, 173 delegates, accompanied by 309 advisers or substitutes, took part in the work of the Conference. Represented at the Session also were the United Nations, the United Nations Educational, Scientific and Cultural Organization, the International Monetary Fund, and the World Health Organization.

The Canadian delegation comprised the following:

Government Delegates: Mr. Paul Renaud, Charge d'Affaires of Canada a.i., Berne, Switzerland; and Mr. Harry Hereford, Special Assistant to the Deputy Minister of Labour, Ottawa.

Technical Advisers to Government Delegates: Mr. V. C. Phelan, Director of Information, Department of Labour, Ottawa, and Mr. J. A. McClelland, National War Labour Board, Department of Labour, Ottawa.

Employers' Delegate: Mr. Harry Taylor, Canadian National Carbon Co., Ltd., Toronto, Ontario.

Technical Advisers to Employers' Delegate: Mr. H. W. Macdonnell, Manager, Industrial Relations Dept., Canadian Manufacturers' Association, Inc., Toronto, Ontario; Mr. G. V. V. Nicholls, Manager, Research Dept., The Canadian Chamber of Commerce, Montreal, Que.; and Mr. Allan Ross of Ross-Meagher, Ltd., President of Canadian Construction Association, Ottawa.

Workers' Delegate: Mr. Carl E. Berg, Vice-President, Trades and Labour Congress of Canada, Edmonton, Alta.

Technical Advisers to Workers' Delegate: Mr. William Page, General Representative for Western Canada, United Brotherhood of Carpenters and Joiners of America, Vancouver, B.C.; Mr. C. H. Millard, National Director, United Steelworkers of America, Toronto, Ont.; and Mr. Alphonse Roberge, Third Vice-President, The Canadian and Catholic Confederation of Labour, Quebec, Que.

None of the Provincial Governments were able to avail themselves of the opportunity to accompany the Canadian delegation.

The Conference considered an agenda comprising the following items:

I. Report of the Director-General.
II. Financial and Budgetary questions.
III. Minimum standards of social policy in dependent territories (provisions suitable for a Convention) (second discussion).
IV. Organization of labour inspection in industrial and commercial undertakings (single discussion).
V. Employment service organization (first discussion).
VI. Reports on the application of Conventions (Article 22 of the Constitution).
VII. Freedom of association and industrial relations.

For each of these subjects a report had been prepared by the International Labour Office and distributed in advance to the delegates. Committees were established for each item, with the exception of the Director-General's Report, and these Committees reported to the Conference in plenary sitting. Canada was represented on each committee.

Ten plenary sittings were devoted to a discussion of the Director-General's Report, which opened with survey of the political background of events and went on to review respectively the economic background, trends in social policy, and the activities of the ILO. Participating in the debate were 93 speakers, 45 representing Governments and including 6 visiting Ministers and 5 other Ministers who were delegates, 21 representing employers and 25 representing workers, as well as two representatives of the United Nations. Among the speakers were three members of the Canadian delegation, Messrs. Renaud, Macdonnell and Berg. Mr. E. J. Phelan, the Director-General, replied in an address to the full Conference.

A general discussion of the budget estimates took place in the Finance Committee and all speakers agreed that the ILO should be given the financial resources necessary for it to carry out its work, every care being taken by means of wise management to ensure that the greatest possible benefit should be derived from the expenditures incurred. The Committee's report was then considered in plenary session of the Conference and a budget of $4,449,295 was adopted for 1948.

The Conference had before it for final decision, in accordance with the double-discussion procedure, five proposed Conventions designed for application to non-metropolitan territories. These proposed Conventions covered respectively the following subjects: (i) social policy in non-metropolitan territories; (ii) the right of association and the settlement of labour disputes in non-metropolitan territories; (iii) labour inspectorates in non-metropolitan territories; (iv) the application of international labour standards to non-metropolitan territories, and (v) the maximum length of contracts of employment of indigenous workers. All five conventions were adopted by the Conference, which action concluded three years' work on the subject of colonial areas at four succeeding sessions of the International Labour Conference.

On the subject of labour inspection the Conference adopted a Convention and two Recommendations. The Convention provides for a system of labour

inspection in industry and commerce, the purpose of which, as defined by the Convention, is to enforce labour legislation relating to conditions of work and the protection of workers, to supply technical information and advice to employers and workers concerning the application of such legislation, and to report to the competent authority defects or abuses not specifically covered by existing law.

While stating that labour inspection should be under the supervision and control of a central authority, the Convention provides that "in the case of a federal state, the term 'central authority' may mean either a federal authority or a central authority of a federated unit".

A Member State which ratifies the Convention may by declaration exclude commerce from its application of the text.

The two Recommendations on labour inspection supplement the Convention. The first suggests the inspection of plans for new industrial and commercial undertakings, the collaboration of employers and workers on health and safety measures, and the standardization of annual inspection reports. The other recommends that governments extend the system of labour inspection to the mining and transport industries.

The Conference also adopted a resolution concerning the scope of labour inspection, the effect of which is to urge Governments to apply the legislation enforceable by labour inspectors to all workers in industrial and commercial undertakings.

The subject of Employment Service Organization was given first discussion, and will again be on the agenda at the 1948 Conference.

The Committee which dealt with this subject was continuing the work of Conference committees dating as far back as the First Session of the Conference in 1919 which recommended the establishment of "a system of free public employment agencies under the control of a central authority".

The Conference adopted lists of points considered suitable for inclusion in a Convention and a Recommendation at the next session. These texts deal with the object, structure and functions of a national employment service, and make provision for international co-operation among employment services.

The question of Freedom of Association and Industrial Relations was added to the agenda of the Conference at the request of the Economic and Social Council of the United Nations, before whom it had been brought by the World Federation of Trade Unions and to whom it had also been referred by the American Federation of Labour. The ILO accordingly prepared a report on the whole problem of the right of workers and employers to organize, as well as comprehensive and detailed texts for consideration by the Conference. The subject was referred to a Conference Committee which finally recommended that the Conference embark on a programme under which the various questions will be considered at future Conferences with a view to the adoption of a series of Conventions. The Conference thereupon adopted a resolution setting forth general principles as to: (1) Freedom of Association and (2) Protection of the Right to Organize and Bargain Collectively, and it was agreed that the 1948 Session of the Conference would hold a "first discussion" of these questions of detail under the ILO's double discussion procedure, with a view to the possible adoption of conventions at a future date. Mr. Harry Taylor, Canadian Employers' delegate, was one of the speakers on the subject of Freedom of Association.

A report embodying the Conference's decisions on Freedom of Association was presented on August 8 to the fifth session of the Economic and Social Council of the United Nations, which decided to request the ILO to continue its efforts in order that one or several international conventions may be quickly adopted. The ILO report subsequently became the subject of an extended debate in the Third Committee of the U.N. General Assembly, where it was opposed by a minority of members, who argued specifically against certain of its

provisions and called for greater participation in consideration of the subject by the World Federation of Trade Unions. Following approval of the report by the Committee, it was endorsed by the General Assembly on November 17 and then transmitted to the Commission on Human Rights for consideration of those aspects of the subject which might appropriately form part of a bill or declaration of human rights.

(A full report of the Conference appears as a supplement to the December issue of *The Labour Gazette.*)

Meetings of Industrial Committees of the ILO

The setting up since 1945 of a number of special tripartite committees to deal with the problems of certain major world industries has enabled the authorities and the employers' and workers' organizations connected with these industries to take a direct part in the work of the International Labour Organization, resulting in a marked expansion of its range of activity. To date, seven committees have been established and all have held their first meetings with satisfactory results. An eighth Committee for the Chemical Industries, has been decided upon, to meet in April, 1948.

During the year under review, four of these Committees held their second session, namely, Coal mining; Inland Transportation; Iron and Steel Production; and the Metal Trades. A brief note on each follows:—

Committee on Coal-mining.—This meeting, which was attended by representatives of twelve countries, was held in Geneva, Switzerland, from April 24th to May 3rd, and resulted in the adoption of a number of resolutions advocating apprenticeship and vocational training for miners and supervisory staffs in the coal-mining industry. It also agreed on policies for the recruitment of national and foreign manpower, safety regulations, housing, and working conditions in the mines. The Government delegates from Canada were: Mr. J. A. McClelland and Mr. Harry Hereford, both of the Department of Labour, Ottawa. The Employers' delegates were: Mr. C. Gerow of the Canadian Coal Operators' Association, Ottawa, and Mr. J. C. Nicholson, formerly of Dominion Coal Co., Baddeck, N.S. Only one Workers' delegate was able to be present—Mr. Robert Livett, of the United Mine Workers of America, Calgary. (A detailed account of the meeting appears in *The Labour Gazette* of August, 1947, at pp. 1116-1120.)

Committee on Inland Transport.—This Committee, which covers railways, road transport, air transport, inland navigation and docks and harbours and is composed of representatives of twenty-two countries, also met in Geneva, May 7-16. It adopted resolutions with regard to employment, training, industrial relations, statistics and Rhine navigation. Canada was represented on the Government group by Mr. Harry Hereford and Mr. J. A. McClelland, of the Department of Labour, Ottawa; on the Employers' group by Mr. A. A. Heaps, Controller of Grain Handling at Head of the Lakes (Fort William and Port Arthur), Ottawa; and on the Workers' group by Mr. Theodore Roy of the Canadian Seamen's Union, Montreal. (A more detailed account of the meeting will be found in the August issue of *The Labour Gazette* at pp. 1120 to 1122.)

Committee on Iron and Steel Production.—Representatives of fourteen countries attended the second session of this Committee, held in Stockholm August 20-29, to discuss: (1) ways and means of regularizing production in the industry—and thus employment—at a high level; (2) minimum income security; and (3) labour-management co-operation. The Committee also discussed a general report which had been prepared by the ILO dealing with recent events and developments in the industry, and with action taken in the various countries and by the Office to give effect to the decisions of the first meeting. A number of resolutions were adopted with regard to all these questions, particulars of

which are given in the December issue of *The Labour Gazette* at pp. 1766-1770. Canada was represented on the Government group by Mr. J. A. McClelland and Mr. J. S. McCullagh, of the Department of Labour, Ottawa; and the Employers' group by Mr. Arthur H. Munson, of the Dominion Bridge Co., Ltd., Montreal; and on the Workers' group by Mr. Wm. Mahoney, of the United Steelworkers of America, Sault Ste. Marie, Ont., and Mr. George P. Schollie, of the International Association of Machinists, Montreal.

Committee on the Metal Trades.—The second session of this Committee was held in Stockholm, September 3-12, and was attended by representatives of 16 countries. The agenda consisted of (1) regularization of production and employment at a high level; (2) minimum income security; and (3) labour-management co-operation. The Canadian delegation was made up as follows: representing the Government, Mr. J. A. McCelland and Mr. J. S. McCullagh, of the Department of Labour, Ottawa; representing the Employers, Mr. S. C. Evans of Taylor-Forbes Ltd., Guelph, Ont.; and Mr. A. H. Lawrason, Eureka Foundry Mfg., Co., Ltd., Woodstock, Ont.; and representing the Workers, Mr. G. P. Schollie of the International Association of Machinists, Montreal, and Mr. Lucien Lavellée, National Metallurgical Federation, Montreal. A number of resolutions on the subjects under discussion were adopted. (A fuller account of the meeting will be found in the December issue of *The Labour Gazette* at pp. 1770-1772.).

Sixth International Conference of Labour Statisticians

Among the duties of the International Labour Office is one concerning "the collection and distribution of information on all subjects relating to the international adjustment of conditions of industrial life and labour". Therefore, with the object of facilitating international comparisons in the field of labour statistics, the Office up to 1937 had convened five conferences of official statisticians engaged in the compilation of labour statistics in the member countries. Among the subjects dealt with were: the classification of industries and occupations; statistics of wages and hours of work; statistics of industrial accidents; cost-of-living index numbers; unemployment statistics; international comparisons of real wages; methods of family budget inquiries; statistics of collective agreements; and statistics of industrial disputes. In each case resolutions were adopted embodying the Conference's conclusions, which serve as international standards for the guidance of national statisticians.

The Sixth International Conference of Labour Statisticians, held in Montreal, August 4-12, was attended by delegates from twenty-three countries. The Canadian representative, Mr. Herbert Marshall, Dominion Statistician, was elected Chairman. Mr. R. M. Cram, of the Research and Statistics Branch of the Department of Labour, accompanied Mr. Marshall as an adviser.

Three committees were set up to deal with the main items on the agenda, which were: statistics of employment, unemployment and the labour force; statistics of cost of living; and statistics of industrial injuries. Resolutions were adopted by the Conference on the recommendation of these committees with respect to these three main questions. For the first item, the resolution covered: sources of information, statistical methods, types of statistics, methods and techniques; and publication. For the second, the resolution concerned the objectives of a cost-of-living index, methods and techniques to be used; the possibility of providing separate index numbers for different economic and social groups, geographical areas and different family types; and a recommendation that, in order to promote understanding of the nature and uses of indices of retail prices charged a particular group, the term "cost-of-living index" should be replaced, in appropriate circumstances, by the term "price-of-living index", "cost-of-living-price index" or "consumer-price index". The Committee on

Statistics of Industrial Injuries dealt particularly with the method of measuring frequency and severity rates for industrial injury statistics. Agreement was reached on a standard definition of injury and standard methods of computation for frequency and severity rates in order to promote international comparability of these statistics.

The Governing Body of the International Labour Office

The Governing Body consists of 32 members: 16 representing governments, 8 representing employers, and 8 representing workers. Six of the government members, two of the employers' members, and two of the workers' members must belong to non-European states.

Of the sixteen representing governments, eight are appointed by the Member States which have been designated as the eight states of "chief industrial importance," and eight are appointed every three years by the Member States selected for that purpose by the Government delegates to the International Labour Conference, excluding the government delegates of the eight chief industrial states. The eight countries holding permanent seats on the Governing Body by reason of their industrial importance are: Belgium, Canada, China, France, Great Britain, India, the Netherlands, and the United States of America. The elective seat holders, as a result of the last triennial election in November 1945, are Australia, Brazil, Chile, Egypt, Mexico, Peru, Poland and Sweden. The next election for the non-permanent seats in the Government group, also for the Employers' and Workers' members, will be held at the 31st Session of the International Labour Conference to be held in San Francisco in June, 1948.

Mr. Arthur MacNamara, C.M.G., LL.D., Deputy Minister of Labour, is the Canadian Government Representative on the Governing Body, and Mr. Percy Bengough, President of the Trades and Labour Congress of Canada, Ottawa, is the Workers' Representative. Canada has at present also a deputy member on the Employers' group in Mr. H. W. Macdonnell, Secretary of the Industrial Relations Committee of the Canadian Manufacturers' Association, Toronto.

Meetings during the Fiscal Year.—The Governing Body held three sessions during the fiscal year; its 102nd in Geneva on June 16-17; its 103rd in Geneva December 11-13; and its 104th in Geneva March 16-20. These sessions were all preceded by meetings of various standing committees of the Governing Body (Employment, Finance, Allocations, Staff Questions, Standing Orders.) The Canadian Government was represented at all three sessions.

Consideration was given at these sessions to questions arising out of recent ILO meetings and to the reports of various committees.

At its 102nd Session the Governing Body appointed Mr. Herbert Marshall, Dominion Statistician, as Canadian representative on the committee of six experts set up to advise the Governing Body concerning the determination of the eight states of chief industrial importance which, under the Constitution, form one-half of the Government group of the Governing Body. It also appointed Mr. Charles McCord, Director of Administrative Services of the Department of Labour, Ottawa, as substitute member of the Administrative Board of the ILO Staff Pensions Fund.

At the 103rd Session two Canadians, Lt.-Col. Arthur Gaboury and Mr. R. B. Morley, General Managers respectively of the Quebec and the Ontario Industrial Accident Prevention Association, were re-appointed to the Correspondence Committee on Accident Prevention for a further period of three years.

It was decided to set up a committee to advise the Governing Body on questions connected with industrial committees and to hold the first session of the Chemical Industries in Paris, France, in April, 1948.

At the 104th Session, a long debate took place on the form to be given to official relations with the World Federation of Trade Unions and also on co-ordination with other specialized organizations of the United Nations.

It was decided to accept the invitation of Uruguay to hold the Fourth Regional Conference of American Member States at Montevideo next year.

It was also decided that the 105th Session of the Governing Body and its Standing committees would open in San Francisco on June 9, 1948.

Dates were also fixed for other ILO Committee meetings later in the year.

International Committees of the International Labour Organization

There are a number of international committees which have been set up to assist the Governing Body and the International Labour Office in their various tasks. They comprise: (*a*) standing committees of the Governing Body itself; (*b*) mixed committees on which the Governing Body is represented; and (*c*) committees of experts. Some of these bodies are especially qualified to represent the interest and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

Of the standing committees which have been appointed by the Governing Body, Canada is represented as a full or deputy member of the Committees on: Finance, Constitutional Questions, Employment, Standing Orders, and Allocation of Contribution Units.

Of the Committees on which the Governing Body is represented, Canada has membership on: the Correspondence Committees on Social Insurance, Accident Prevention, Industrial Hygiene and Women's Work; the Permanent Agricultural Committee; Joint Maritime Commission; Advisory Committee on Juvenile Work; International Development Works Committee; and the Permanent Migration Committee.

Canada is also represented on the Committee of Statistical Experts; and on the Committee of Statistical Experts studying the question of the Eight States of chief industrial importance which under the Constitution form one-half the Government group on the Governing Body.

The Permanent Migration Committee held its second session in Geneva from February 23-March 2, 1948. Canada was represented at this meeting by Colonel Laval Fortier, Associate Commissioner of Immigration, and by Mr. V. C. Phelan, of the Department of Labour, who was elected Chairman of the Committee. Representatives of twenty-seven other countries were in attendance. There were four items on the agenda, viz.: Consideration of proposals for revision of the Migration for Employment Convention adopted in 1939 and related Recommendations; Draft Model Migration Agreement; Technical Selection and Training of Migrants; and Co-operation of the ILO in Measures for the Co-ordination of International Responsibilities in the field of Migration.

After careful consideration, the Committee recommended that there should be one Convention and one Recommendation and that a Model Bilateral Agreement should be annexed to the Recommendation. The Committee made detailed proposals for the revised Convention and Recommendation, including the addition of provisions in the Recommendation and in the Model Agreement on Technical Selection and Vocational Training. These proposals are designed to meet conditions created since the war in many countries conducting large-scale immigration programs to meet critical manpower shortages.

The Committee further invited the Governing Body to place on the agenda of the 1949 session of the International Labour Conference the revisions above mentioned and also requested the Governing Body to convene the Third Session of the Permanent Migration Committee as early as possible in 1949.

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DEPARTMENT OF LABOUR

ANNUAL REPORT

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REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1949

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
KING'S PRINTER AND CONTROLLER OF STATIONERY
1949

To His Excellency, Field Marshal the Right Honourable the Viscount Alexander of Tunis, K.G., G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., LL.D., A.D.C., Governor General and Commander-in-Chief of the Dominion of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour for the fiscal year ending March 31, 1949, all of which is respectfully submitted.

HUMPHREY MITCHELL,
Minister of Labour.

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REPORT OF THE DEPUTY MINISTER OF LABOUR FOR THE FISCAL YEAR ENDING MARCH 31, 1949

To THE HONOURABLE HUMPHREY MITCHELL,
MINISTER OF LABOUR.

SIR,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1949.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR MACNAMARA,
Deputy Minister of Labour.

September 1, 1949.

1.—OUTLINE OF ACTIVITIES OF THE DEPARTMENT OF LABOUR DURING THE FISCAL YEAR 1948-1949

INTRODUCTION

The Department of Labour was established in 1900, under the authority of the Conciliation Act passed in that year, the relevant provisions of which now appear in the Labour Department Act (R.S.C. 1927, chap. 111).

The history of the Department has appeared in former Annual Reports and is not, therefore repeated in this Report.

During the fiscal year the Department administered the following statutes: The Industrial Relations and Disputes Investigation Act (effective September 1, 1948); Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; Government Annuities Act; The Vocational Training Co-ordination Act, 1942; and the Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for equipment and supplies are enforced by the Department.

The Wartime Labour Relations Board was responsible, under the Minister of Labour, for the administration of the Wartime Labour Relations Regulations, 1944 (Order in Council P.C. 1003, February 17, 1944) to September 1, 1948.

The Department was also responsible for the administration of a number of measures, such as Orders in Council dealing with special aspects and problems in the field of labour supply.

At March 31, 1948, there were 706 persons on the staff of the Department of Labour. At March 31, 1949, there were 710[1] persons on the staff, including 50 casual and per diem rate employees.

A brief reference to the activities of the Department during the fiscal year is given in this chapter. Detailed information will be found in the chapters which follow.

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[1] This figure does not include staff of the Unemployment Insurance Commission or of the National Employment Service, the combined staffs (regular and casual) of which totalled 7,733 (regular and casual) at March 31, 1949, as compared with 7,547 at March 31, 1948.

Industrial Relations

The outstanding event affecting industrial relations during the fiscal year under review was the enactment by Parliament of The Industrial Relations and Disputes Investigation Act, following a lengthy period of preparatory legislative activity, the main features of which are reviewed below in the introduction to the Industrial Relations Section of this Report.

The Act, which came into force on September 1, 1948, revoked The Wartime Labour Relations Regulations, Order in Council P.C. 1003, in effect since March 20, 1944, and repealed The Industrial Disputes Investigation Act which had been in force from 1907 until suspended during the operation of the Regulations.

During the year, procedural regulations and rules governing proceedings under the Act were made pursuant to Sections 60 and 67 of the Act and given effect by Order in Council P.C. 4682 of October 22, 1948.

Canada Labour Relations Board

The Canada Labour Relations Board, which succeeded the Wartime Labour Relations Board, came into existence during the fiscal year under review. The Board participates in the administration of The Industrial Relations and Disputes Investigation Act. Personnel of the Industrial Relations Branch of the Department also act as officers and staff of the Board.

Fair Wages

During the fiscal year under review, the Department of Labour issued 1,269 fair wage schedules as compared with 602 schedules during the fiscal year 1947-48. The value of contracts reported to the Department as having been awarded during the year approximated $66,386,000. During the same period the sum of $4,628.69 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, or to meet the conditions respecting prevailing rates set out in the "B" conditions, and adjustments were made in respect of 144 workers.

Labour-Management Co-operation Service

The Labour-Management Co-operation Service of the Industrial Relations Branch is responsible for the promotion of labour-management production committees in industry.

On April 1, 1948, the number of labour-management production committees of which the Service had a record was 554, representing 266,859 workers. By March 31, 1949, this total had increased to 615, representing 275,024 workers.

Unemployment Insurance Commission-National Employment Service

The Unemployment Insurance Commission publishes a report on all activities of the Commission during the year. The report includes information in detail on the operations of the National Employment Service.

Canadian Vocational Training

The Training Branch of the Department of Labour is responsible for carrying out the various types of training included under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942. These training activities are all carried out in co-operation with the provinces.

During the fiscal year under review the training of veterans was practically completed. Enrolment under the Veterans' Rehabilitation Training Program dropped from 4,993 on 31st March, 1948, to 424 on 31st March, 1949.

The decline in Veterans' Training activities made it possible to give greater attention to Apprentice Training, the Training of Unemployed Persons and Assistance to Vocational Schools. There was an actual decrease in the numbers under Apprenticeship Training during the year, but this is accounted for partly by the fact that large numbers of veterans completed training. Efforts were made throughout the year to increase the numbers of young men going into the designated trades.

The Training of Unemployed Persons developed to a considerable extent in the Provinces of Nova Scotia and New Brunswick and was inaugurated in Manitoba and British Columbia. It continued in Alberta and Saskatchewan. Fortunately there has been no great need for this type of training due to the high employment level which was maintained throughout the year.

Under the Vocational Schools' Assistance Agreement, which is designed to develop and extend vocational training on the secondary school level, large expenditures were made during the year. The Dominion Government spent on buildings $1,856,734 and on equipment $422,787. Of the special allotment for capital expenditures amounting to $10,000,000, a total of $4,022,925 has been spent up to the present time. Projects have been approved and are now being carried out which will utilize the balance of the money available.

During the year the Vocational Training Advisory Council met on two occasions to discuss training matters and advise the Minister regarding the training program generally. At the meeting in October, 1948, the Provincial Directors of Apprenticeship were present and remained in Ottawa to have a one-day conference on apprenticeship. As a result of this conference useful recommendations in regard to Apprenticeship Training were made.

Government Annuities Act

From September 1, 1908, the date when the Act became operative, to March 31, 1949, 271,900 individual contracts and certificates were issued, and net receipts totalled $530,169,462.94.

During the fiscal year under review, 36,332 contracts and certificates were recorded, with net receipts amounting to $64,311,115.91. Group contracts in effect at the end of the fiscal year numbered 809 with 113,645 registrants.

Immigration-Labour Committee

The Immigration-Labour Committee was established on March 27, 1947, to advise on group immigration of displaced persons and other selected group immigration projects. The Committee consists of representatives of the Department of Mines and Resources (Immigration Branch), Labour, External Affairs, Health and Welfare. During the year under review representatives of the Department of the Secretary of State (Citizenship Branch), the Unemployment Insurance Commission (National Employment Service) and the International Refugee Organization were added as members.

Following Committee recommendations, 20,000 additional Displaced Persons were authorized for entrance into Canada, making the total to date 40,000. Tentative quotas are continuously being established by the Committee covering occupational groups to be admitted. These quotas are determined by labour requirements in particular industries and occupations.

Procedure was established by the Committee for selection of occupational groups. Applicant companies gave written undertakings to the Department of Mines and Resources in regard to employment, wages, and working conditions.

The Committee satisfied itself by reports from the National Employment Service that Canadian labour would not be available to fill the employers' labour requirements and that the applicants were reliable. The displaced persons selected gave a written undertaking to the Minister of Labour to accept specific employment at prevailing wages and to work at this type of employment for the period designated.

Following the arrival and placement of displaced persons in Canada, a follow-up service was provided to adjust employer-employee difficulties, emergency cases of accidents or illness, and to provide a limited amount of education and welfare service; also to take care of seasonal lay-offs of displaced persons.

In the case of domestic workers involving applications from individuals and institutions, the prospective employer is asked to complete an application guaranteeing twelve months' employment and specifying working conditions which will apply, and guaranteeing prevailing wages with a minimum of $35 per month. Applications are screened as to suitability through the National Employment Service.

Agriculture, Forestry and Placement of Immigrant Workers

During the fiscal year 1948-49 the demand for farm labour remained at a very high level and special steps had to be taken to provide the necessary workers. After discussions with the provinces arrangements were completed to increase the farm labour force through the immigration of suitable workers, and seasonal movement of farm workers from one part of Canada to another.

The services of displaced persons and Polish Veterans went a long way in meeting the regular farm labour needs and in seasonal requirements such as sugar beet work. In addition to the services of these new arrivals it became necessary to meet some seasonal requirements by moving workers from districts with surplus manpower to areas where shortages existed. As in the past, the railways assisted by authorizing reduced fares.

International movements of labour and harvesting equipment were again arranged with the co-operation of the United States authorities.

During the year under review the demand for woods labour began to level off and by the Spring of 1948 the number of workers available was in excess of the demand. This was a distinct change from the early post-war years and brought about by several factors. One of these was the importation of approximately 4,000 displaced persons for employment in woods operations. A decision to reduce stock piles and the uncertainty of the European export market also had its effect in reducing the number of workers required.

In 1948-49 a total of 28,111 workers from displaced persons camps were brought to Canada to assist in meeting various labour shortages. Employers who were unable to meet their labour requirements from within Canada submitted applications for the services of displaced persons in which they guaranteed to provide employment for a period of one year at prevailing rates of wages and other working conditions. Applications from employers were reviewed by the Interdepartmental Immigration-Labour Committee which satisfied itself through investigation by the National Employment Service that Canadian labour would not be available to meet the requirements.

Suitable workers from among the displaced persons were selected by representatives of the Department of Labour in Europe. Those selected signed an undertaking to the Minister of Labour agreeing to remain in the employment to which they were assigned for a period of one year. The movement of displaced persons to Canada was instrumental in meeting labour shortages in several industries and occupations.

A follow-up service was maintained by the Department of Labour to adjust any employer-employee difficulties and the Department received assistance from many organizations in dealing with welfare matters pertaining to these new arrivals.

Technical Personnel Division

The Technical Personnel Division maintains a roster of the scientists and engineers in Canada, there being some 43,000 individual records on file. From these records and related data the Division furnished information to government departments, industries and others interested in the details of this section of manpower.

In employment matters involving technical personnel and others with university training, the Division acts in an advisory capacity. Under this heading two special phases of its work have to do with employment of university students, many of whom are veterans, and the preparation of counselling material for prospective students.

Research and Statistics

During the year, the Research and Statistics Branch continued to assemble, analyse and prepare for publication many types of information and studies concerning labour matters. The work of the Branch, however, became concentrated to a greater extent on the analysis and collation of material. In general, activities concerned wage rates and hours of labour, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupational descriptions and trends, conditions prevailing in the labour market on an industrial and geographical basis, and employment forecasts. Numerous special and continuing research studies were undertaken, the results of which were made available in the form of special reports or through publication in *The Labour Gazette.*

Special Services

The Labour Gazette.—During the fiscal year ending March 31, 1949, as in the past, *The Labour Gazette* published information concerning labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, labour-management co-operation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, Canadian Government Annuities, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the Provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the National Wartime Labour Relations Board and the Canada Labour Relations Board.

The proceedings of the International Labour Organization and the 80th Annual Conference of the British Trades Union Congress were reported upon, and articles on economic stabilization, post-war reconstruction, social security and related material from other Government departments appeared in some issues.

Information Branch.—In keeping with the policy of the Department to inform the public, not only in regard to the legislation which it administers, but also on the activities of the several branches of the Department, 216 news releases were issued by the Information Branch during the year.

Labour Legislation.—Information concerning labour legislation in Canada and other countries was made available through articles in *The Labour Gazette* and through special publications. The annual mimeographed pamphlets, *Workmen's Compensation in Canada; A Comparison of Provincial Laws;* and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-Day and Workmen's Compensation,* were issued during the year. A new consolidation of all labour legislation in effect on December 31, 1948, is in course of preparation.

The Library.—The Library served as in former years, as an information centre for agencies of governments, industry, universities and labour unions in Canada as well as abroad, not to mention the many inquiries received during the year from individuals interested in labour matters.

Re-Establishment of Ex-Service Personnel

The chief functions of the Department of Labour in the re-establishment program were to assist ex-service personnel in returning to their former employment, to place them in new employment or to provide training facilities to enable them to acquire special skills before seeking employment.

In the carrying out of this program the Department of Labour was made responsible for the administration of the Reinstatement in Civil Employment Act and of special facilities within the National Employment Service for the placement of ex-service personnel, and for providing vocational and pre-matriculation training.

During the fiscal year, the numbers of veterans seeking Rehabilitation Training decreased, and the numbers of veterans registered as unplaced with the National Employment Service were less than during the corresponding seasons of the previous year.

The Veterans Placement Division of the National Employment Service co-operated with the Department of Veterans Affairs concerning the re-establishment of ex-service personnel and, together with the Special Placements Division and the Executive and Professional Division, was successful in placing many in employment. Since the autumn of 1947, when the veterans' sections in local offices of the National Employment Service were re-organized to meet changing conditions and to provide an organization of a more continuing nature, emphasis has been placed increasingly on the employment function.

With the exception of veterans still in training, the task of rehabilitating Canada's veterans has passed the stage in which volume features predominantly. It has assumed the form of a specialized and continuing program to deal with those whose war service has created problems special to them and difficult to solve even during a period of high employment.

Re-Establishment of Japanese in Canada

During the year under review, the work of the Japanese Division in assisting in the re-establishment of persons of Japanese origin from the Pacific Coast across Canada was successfully concluded.

The International Association of Government Labour Officials of the United States and Canada

The International Association of Government Labour Officials of the United States and Canada met at Charleston, West Virginia, August 11-13, 1948. The Conference was attended by Commissioners of Labour from a substantial number of States, officials of the United States Department of Labour, representatives of the Federal Department of Labour, and of the Manitoba and Saskatchewan Departments of Labour.

Group sessions of the Conference were devoted to industrial accident prevention and occupational disease control, labour statistics, conciliation, wage hour regulations and child labour.

International Labour Office

The Department of Labour, as the official liaison agent between the Government and the International Labour Organization, is called upon to maintain close relations not only with the Departments of External Affairs, Transport,

Health and Welfare and other Government departments concerned, from time to time, but also with the various Provincial Governments, in connection with the important responsibilities arising out of Canada's membership in the Organization.

During the fiscal year under review, the International Labour Conference held its Thirty-first Session, four of the eight Industrial Committees of the I.L.O. held meetings; a Technical Tripartite Conference on Safety Provisions in Factories met to draw up a Model Code for Factories; a Preliminary Meeting of Technical Experts on Safety in Coal Mines took place; and there were four regular sessions of the Governing Body of the I.L.O. and of its several standing committees. The Canadian Government was represented at all of these meetings.

Newfoundland

During the fiscal year under review, several officials from the Department of Labour visited Newfoundland to discuss labour matters in anticipation of Confederation on March 31, 1949. As a result, plans were made to extend the services of the Department to Newfoundland as soon as possible after Confederation.

II.—INDUSTRIAL RELATIONS

INTRODUCTION

Legislative Developments*

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948. The Act, besides creating new labour relations and disputes legislation, in its terms revoked the Wartime Labour Relations Regulations, Order in Council P.C. 1003, which had been in effect since March 20, 1944, and repealed The Industrial Disputes Investigation Act which had been in force from 1907 until suspended by the adoption of the Regulations.

As reported in part in the Annual Report of the Department for the fiscal year 1947-48, a lengthy period of legislative activity had preceded the enactment of new labour relations and disputes legislation. The most important developments during this period may be summarized as follows:

The Honourable Humphrey Mitchell, Minister of Labour, on June 17, 1947, introduced in the House of Commons Bill No. 338, to provide for the investigation, conciliation and settlement of industrial disputes. The legislation was designed to replace the Wartime Labour Relations Regulations, Order in Council P.C. 1003, then in force, and the Industrial Disputes Investigation Act, in suspension during the existence of the Regulations. (For a summary of the provision of the Bill, its text, etc., see pp. 923-40, *The Labour Gazette*, July, 1947.)

The Bill was given second reading on June 24, and was referred to the Standing Committee on Industrial Relations. The Committee sat during late June and early July and heard the representations of organized labour, employers, and other interested parties, on the provisions of the Bill. The report of the Committee stated that, with prorogation imminent, it was impossible to give the Bill the consideration it required, and recommended that a similar bill be introduced early in the next session of the House.

On July 4, the Right Honourable W. L. Mackenzie King, announced that Bill 338 would not be proceeded with during the session then in progress but would be allowed to stand over until another session in order to give Members of Parliament the opportunity to carefully study the evidence given before the Industrial Relations Committee of the House of Commons.

On April 6, 1948, the Hon. Humphrey Mitchell introduced legislation in the House of Commons, the provisions of which were only slightly different from those embraced in Bill No. 338. (For a review of the revisions and the statement of the Minister of Labour in the House, see pp. 425-28, *The Labour Gazette*, May, 1948).

The new legislation, designated Bill No. 195, was given second reading on April 8, 1948, and referred to the Standing Committee on Industrial Relations.

The Committee on May 26, 1948, reported the Bill to the House with amendments, chief of which were designed to revise the definition of "employee" to exclude all types of confidential employees from the scope of the regulations; to include provision for the revocable check-off of union dues at the written request of an employee, and to permit lawyers to appear before Conciliation Boards without having the consent of the parties and chairman.

The House of Commons gave third reading to the Bill on June 17, 1948. The Bill as reported by the Committee was amended during third reading to reinstate the words "in matters relating to labour relations" which the Com-

* This section includes developments prior to the fiscal year under review.

mittee had deleted from the definition of "employee". The House also deleted the check-off provision which had been inserted by the Committee but rejected amendments designed to include engineers within the scope of the Act, to restrict lawyers from appearing before Conciliation Boards, and to make the Canada Labour Relations Board responsible for enforcing the Act. The House also accepted an amendment designed to protect the pension rights or benefits of employees taking strike action after the requirement of the Act precedent to striking had been met.

The Senate without amendment gave third reading to the legislation on June 23 and Royal assent was granted on June 30.

The Act was proclaimed on August 3, 1948, to have effect on and from September 1, 1948.

Regulations under Section 67 of the Act, entitled "The Industrial Relations and Disputes Investigation Regulations" were made by Order in Council P.C. 4682 of October 22, 1948, and on the same date and through the same Order in Council approval was given to Rules of Procedure of the Canada Labour Relations Board which were made pursuant to Section 60 of the Act.

The Act, the Regulations and the Rules are considered below.

The Industrial Relations and Disputes Investigation Act*

The Act in its legislative principles combines the long-tested cooling-off, investigation and conciliation features of The Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proven their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and for employers to be members of employer's organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements, and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, the taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of representative labour relations board to deal with applications relating to the right of trade unions to represent employees for collective bargaining.

10. The appointment of Industrial Inquiry Commissions to inquire into industrial matters or disputes.

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* For a review of the provisions of the Act, its application to industries within Dominion jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette,* November, 1948, pp. 1255-61, and also the Annual Report of the Department of Labour for the fiscal year ending March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in Bill form.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the Dominion legslation in the application thereof to any industry.

The Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlements of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative labour relations board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour Under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of Conciliation Officers, Conciliation Boards, Industrial Inquiry Commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the Chapter entitled "Canada Labour Relations Board".

Regulations Under the Act

The Industrial Relations and Disputes Investigation Regulations, made pursuant to Section 67 of the Act and given effect through Order in Council P.C. 4682 of October 22, 1948, prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of Conciliation Officers and Conciliation Boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

For the complete text of the Regulations under the Act, see *The Labour Gazette, January,* 1949, pp. 55-7.

CONCILIATION FUNCTIONS OF THE INDUSTRIAL RELATIONS BRANCH

The conciliation work of the Industrial Relations Branch stems from two pieces of legislation, namely The Industrial Relations and Disputes Investigation Act and The Conciliation and Labour Act (Chap. 110, R.S.C. 1927), which are described elsewhere in this chapter.

Conciliation procedures are provided by The Industrial Relations and Disputes Investigation Act to assist parties to conclude a collective agreement or to facilitate the renewal or revision of an existing collective agreement. Generally speaking, unless the Minister of Labour directly intervenes and initiates conciliation proceedings, certain requirements of the Act must be complied with before formal conciliation procedures may be invoked. The appointment of Conciliation Officers may, if settlement is not obtained, be followed by the establishment of a Board of Conciliation and Investigation. Conciliation Officers may also be required under this Act to investigate and report to the Minister in connection with any written complaint made by a person claiming to be aggrieved because of any alleged violation of the Act.

Conciliation of a more informal or general nature may also be invoked under the provisions of The Conciliation and Labour Act. There is no jurisdictional limit expressed in this Act, but normally Federal intervention under its provisions is restricted to industries over which the Dominion Government has constitutional jurisdiction. In industries which are clearly within provincial jurisdiction, conciliation or arbitration services are provided by the Industrial Relations Branch only upon the joint request of the parties, and upon the express request or consent of the provincial authorities concerned.

Conciliation Proceedings Under The Industrial Relations and Disputes Investigation Act

Sections 16 and 17 of The Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a Conciliation Officer to confer with the parties and attempt to effect an agreement. If a Conciliation Officer reports failure to bring about the settlement of a dispute, the Minister may appoint a Board of Conciliation and Investigation. The Act also provides that the Minister may appoint a Conciliation Board without prior reference to a Conciliation Officer, but the normal practice is the appointment of a Conciliation Officer in the first instance.

When a Conciliation Board is appointed, each party to the dispute is invited to nominate one person for appointment to the Board. The two members so appointed are then requested to recommend a third person for appointment as Chairman. If they fail to agree, the Minister selects the Chairman.

The first duty of a Board of Conciliation and Investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

From the September 1, 1948, to March 31, 1949, the Minister appointed 27 Conciliation Officers under Section 16 of The Industrial Relations and Disputes Investigation Act. In 13 of these cases, a settlement of the dispute was effected by the Conciliation Officer; in 7 cases, the Conciliation Officer was unable to settle the dispute and recommended the appointment of a Board of Conciliation and Investigation; in the remaining 7 cases, the Conciliation Officer was still functioning at the end of the fiscal year. In the same period, the Minister appointed 8 Boards of Conciliation and Investigation under Section 17 of the Act. At the end of the fiscal year, reports had been received from 5 of these Boards and the other three were still functioning. In 2 cases strikes were not averted through Conciliation Board procedure and in 3 cases the recommendations of the Board were still under consideration by the parties to the dispute at the close of the fiscal year.

Conciliation Proceedings Under The Wartime Labour Relations Regulations

From April 1. 1948, to August 31, 1948, the Minister of Labour appointed 7 Conciliation Officers under the provisions of the Wartime Labour Relations Regulations, and in 11 other cases a Conciliation Officer appointed before April 1, 1948, was still functioning at the beginning of the fiscal year. In 12 of these

18 cases, a settlement was effected by the Conciliation Officer; in the remaining 6 cases, the Conciliation Officer was unable to settle the dispute and recommended the appointment of a Conciliation Board. In the same period, the Minister appointed 5 Conciliation Boards under the provisions of the Wartime Regulations, and in 8 other cases a Board appointed before April 1, 1948, was still functioning at the beginning of the fiscal year. Of these 13 disputes referred to Conciliation Boards, 8 were settled through Board procedure.

Of the 524 industrial disputes dealt with under the conciliation provisions of the Wartime Labour Relations Regulations between March 20, 1944, and August 31, 1948, the entire period for which the Regulations were in effect, 417 were settled, 231 by Conciliation Officers without recourse to Conciliation Board procedure and 186 through the efforts of Conciliation Boards. The conciliation procedure failed to avert work stoppages in only 12 of the 524 cases.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF CASES, SEPTEMBER 1, 1948, TO MARCH 31, 1949.

—	Number of Cases	Number of Workers Directly Affected
Disputes referred to Conciliation Officers	27	12,439
Disputes being dealt with by Conciliation Officers at March 31, 1949	7	2,207
Disputes settled by Conciliation Officers	13	5,022
Disputes not settled by Conciliation Officers	7	5,210
Total	27	12,439
Disputes referred to Conciliation Boards	8*	5,251
Disputes being dealt with by Conciliation Boards at March 31, 1949	3	145
Disputes settled by Conciliation Boards	.....	.....
Disputes in which parties considering Conciliation Board recommendations at March 31, 1949	3	456
Disputes not settled by Conciliation Boards	2**	4,650
Total	8	5,251

* One Conciliation Board was appointed to deal with a dispute not settled by a Conciliation Officer appointed under the Wartime Labour Relations Regulations.

** In both cases, strikes were not averted by the conciliation procedure.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY INDUSTRIES, SEPTEMBER 1, 1948, TO MARCH 31, 1949.

—	Number of Cases	Number of Workers Directly Affected
Steam railways	3	165
Electric railways and bus lines	4	1,506
Other local and highway transportation	1	21
Water transportation	12	9,182
Air transportation	1	3
Terminal elevators	1	45
Telegraphs and telephones	2	153
Radio broadcasting	1	5
Metal mining	2	550
Synthetic rubber manufacturing	1	850
Total	28	12,480

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR RELATIONS REGULATIONS, BY DISPOSITION OF CASES, APRIL 1, 1948, TO AUGUST 31, 1948

Disputes being dealt with by Conciliation Officers at beginning of period..	11
Disputes referred to Conciliation Officers.....	7
Total	18
Disputes settled by Conciliation Officers.....	12
Disputes not settled by Conciliation Officers.....	6*
Total	18
Disputes being dealt with by Conciliation Boards at beginning of period.	8
Disputes referred to Conciliation Boards.....	5
Total	13
Disputes settled through Conciliation Board procedure.....	8
Disputes not settled through Conciliation Board procedure.....	5
Total	13

* One of these disputes was subsequently referred to a Conciliation Board appointed under the Industrial Relations and Disputes Investigation Act.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR RELATIONS REGULATIONS BY DISPOSITION OF CASES, MARCH 20, 1944, TO AUGUST 31, 1948

Disputes referred to Conciliation Officers.....	524
Disputes settled by Conciliation Officers.....	231
Disputes not settled by Conciliation Officers.....	293
Disputes referred to Conciliation Boards.....	287*
Disputes settled through Conciilation Board procedure.....	186
Disputes not settled through Conciliation Board procedure.....	101**
Disputes settled by Conciliation Officers and Conciliation Boards.....	417

* In 5 cases, after May 15, 1947, the recommendations of Conciliation Officers that Conciliation Boards be appointed were referred to the appropriate provincial Ministers of Labour and in one case, after September 1, 1948, the recommendation of a Conciliation Officer appointed under the Regulations was implemented by the Minister of Labour by the appointment of a Conciliation Board under The Industrial Relations and Disputes Investigation Act.

** In 12 of these cases, strikes were not averted by the conciliation procedure.

Conciliation Proceedings Under the Conciliation and Labour Act

The Conciliation and Labour Act of 1906 (Chap. 110, R.S.C. 1927) is a consolidation of the Conciliation Act of 1900 and the Railway Labour Disputes Act of 1903. It is a permissive piece of legislation, and its fundamental provision authorizing the Minister of Labour to appoint conciliation officers whose services may be placed at the disposal of either or both parties to a dispute, has been of great value in the early stages of industrial disputes before a stoppage of work has occurred, and in composing differences which have resulted in a strike or lockout.

Among other provisions, the Act provides that, upon the application of both parties to a dispute, the Minister of Labour may appoint an arbitrator or an arbitration board. Special provisions applying to the Crown as well as private companies relate to disputes affecting railway employers and their employees, authorizing the Minister to establish committees of conciliation, mediation and investigation; and, in case the conciliation committee is unable to effect an amicable settlement by conciliation or mediation, the Minister may refer the dispute to arbitration. In practice, the function of the Act relating to railway disputes is now more adequately performed by the operation of The Industrial Relations and Disputes Investigation Act.

For the purpose of administering The Conciliation and Labour Act and other legislation the Department maintains an Industrial Relations Branch. The headquarters of the Branch, comprising a Director of Industrial Relations and staff, is located at Ottawa. Other Industrial Relations Officers are stationed at Vancouver, Winnipeg, Toronto, Montreal and Fredericton, N.B.

During the fiscal year ending March 31, 1949, Officers of the Industrial Relations Branch dealt with 18 industrial disputes under the provisions of the Conciliation and Labour Act. The disputes involved 14,860 workers employed in 126 separate establishments. In the previous fiscal year the disputes handled under the Conciliation and Labour Act numbered 54, and involved 28,418 workers employed in 150 separate establishments.

A statistical analysis of the disputes which received attention during the fiscal year 1948-49 under the provisions of the Conciliation and Labour Act is given below.

INDUSTRIES		
Coal Mining	2	2
Manufacturing		
Metal products	1	
Textiles, clothing products, etc.	1	
Shipbuilding	1	3
Transportation and Public Utilities		
Water	7	
Local and highway	1	
Air	1	
Telegraphs and Telephones	1	
Miscellaneous	1	11
Service		
Public administration	2	2
		18
NATURE OF DISPUTE OR SITUATION		
Strike or Lockout	4	
Threatened strike	3	
Controversy	6	
Arbitration	5	18
PREDOMINANT CAUSE OR OBJECT		
Increase in wages	1	
Decrease in wages	1	
Increase in wages and other changes	3	
Other causes affecting wages and working conditions	2	
Recognition of union	1	
Employment of union members only (including employment of members of only one union)	1	
Discharge of workers for union membership or activity	1	
Discharge of workers (other than in connection with union questions, and including refusal to reinstate)	2	
Sympathetic	1	
Unclassified	5	18
DISPOSITION		
Strike terminated by mediation or conciliation	2	
Strike averted by mediation or other Departmental action	1	
Controversy terminated by mediation or other Departmental action	3	
Decision rendered in arbitration	7	
Written statement terminating situation	2	
Dispute lapsed or called off; no further action required	2	
Referred to Conciliation Board	1	18
METHOD OF SETTLEMENT		
Conciliation or mediation	7	
Direct negotiations	1	
Arbitration	7	
Administrative action	1	
Investigation only	2	18

Complaints to Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received five complaints under Section 43 of The Industrial Relations and Disputes Investigation Act during the period from September 1, 1948, to March 31, 1949, alleging that parties had failed to bargain collectively in good faith or to make every reasonable effort to conclude a collective agreement. The Minister referred all five complaints to the Canada Labour Relations Board for investigation.

Application to the Minister of Labour for Consent to Prosecute

The Minister of Labour received three applications for consent to prosecute under Section 46 of The Industrial Relations and Disputes Investigation Act during the period from September 1, 1948, to March 31, 1949. Consent was granted in one case and refused in one case. In the third case, decision was pending at the end of the fiscal year.

Complaints to the Minister of Labour of Violations of Provisions of the Industrial Relations and Disputes Investigation Act

Under Section 44 of The Industrial Relations and Disputes Investigation Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a Conciliation Officer or an Industrial Inquiry Commission.

One complaint under Section 44 was made to the Minister of Labour during the period from September 1, 1948, to March 31, 1949. The complainant, however, allowed the matter to lapse during the preliminary proceedings.

Industrial Disputes Inquiry Commissions Under Wartime Labour Relations Regulations

The Wartime Labour Relations Regulations gave the Minister of Labour authority to appoint Industrial Disputes Inquiry Commissions of one or more members in two sets of circumstances. Under Section 46A (1), the Minister could appoint commissions where a dispute or difference between employers and employees existed or was apprehended in any industry, or in any other case where he deemed it expedient to make inquiry into industrial matters. Under Section 46A (6), commissions could be appointed to inquire into any complaint that an employer had discharged or otherwise discriminated against an employee because such employee was a member, officer or representative of a trade union.

During the period from April 1, 1948, to August 31, 1948, the Minister of Labour appointed four Industrial Disputes Inquiry Commissions under Section 46A (1) of the regulations. In one of these, a single commissioner was appointed and in the other three cases two-man commissions were appointed. All four commissions dealt with disputes affecting shipping companies on the Great Lakes and St. Lawrence Waterways. No commissions were appointed during this period under Section 46A (6) of the regulations.

Statistical Record of Strikes and Lockouts in Canada by Calendar Years

References and figures in the following statement pertain to all work stoppages due to industrial disputes in Canada without any distinction as to whether they are dealt with under federal or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and result of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following.

For the purpose of the statistical record a strike or lockout is a cessation of work involving six or more employees for at least one working day, or a number of workers for part of a day which causes a time loss of ten or more man-working days. The compilation includes only workers directly affected, that is, those on strike or locked out, but the employees in the establishment who are indirectly affected, that is unable to work because of the work stoppage, are shown in a footnote when the number is important. Information as to such stoppages is received from various sources, such as officers of the Department throughout Canada, from Provincial Departments of Labour, from press clippings, etc. In each case an endeavour is made to obtain complete details from the parties concerned, that is from representatives of the workers involved and from the employer.

A marked improvement in industrial relations, as compared with the two preceding years, was shown during 1948 by statistics of disputes between workers and employers which resulted in work stoppages. During 1948, the loss of time was little more than one-third of the loss in 1947 and one-fifth of that in 1946, the peak year. The number of strikes and lockouts in 1948 and the number of workers involved were the lowest recorded for any year since 1939.

During the calendar year 1948, there were 154 strikes and lockouts in existence. These involved 42,820 workers and caused a loss of about 886,000 days. Comparable figures for the preceding year are 236 strikes and lockouts, 104,120 workers and about 2,400,000 man-days of idleness.

Based on the number of non-agricultural wage and salary workers in Canada, the total amount of time lost due to strikes in 1948 was about one-tenth of one per cent of the estimated working time, as compared with one-quarter of one per cent in the preceding year. Each wage and salary worker on the average lost about one-quarter of a day in 1948 and three-quarters of a day in 1947. The average loss of time for each worker involved in stoppages was about 21 days in 1948 and 23 days in 1947.

The demand for higher wages, to offset increases in the cost of living, was the central issue in two-thirds of the strikes during the year, causing about 85 per cent of the total time loss. In 1947, about 90 per cent of strike idleness resulted from disputes over wage increases. Such demands were often linked with various questions involving unionism, working conditions, etc. However, since 1945, when most of the loss resulted from questions involving unionism, the question of union recognition has not been an issue. There were no sympathetic strikes in 1948.

Settlement of 60 of the 154 strikes during 1948 was brought about by direct negotiations. Negotiations also played an important part in the settlement of differences in many other cases, following reference to conciliation boards, labour courts, etc. Provincial conciliation, assisted by civic conciliation in three cases, effected settlement of 34 strikes. In 18 strikes settlement was reached following references to labour boards, commissioners, arbitration, etc.

A complete survey of strikes and lockouts in Canada during 1948 was published in a supplement to *The Labour Gazette* for April, 1949. Comparative figures covering the period 1901-1948 (see Table 1) and charts are included in the survey.

An annual review giving available information as to strikes and lockouts in certain other countries during 1948, with comparable figures for earlier years, may be found in the supplement mentioned above.

TABLE I.—STRIKES AND LOCKOUTS IN CANADA BY YEARS, 1901–1948

Year	Number Beginning During the Year	Strikes and Lockouts in Existence During Year						
		All Industries						
		Number of Strikes and Lockouts	Number of Employers	Number of Workers Involved	Time Loss			
					In Man-Working Days	Average Days Per Wage and Salary Earner	Average Days Per Worker Involved	Per cent of Estimated Working Time
1901	97	99	285	24,089	737,808	.....	.....	.....
1902	124	125	532	12,709	203,301	.....	.....	.....
1903	171	175	1,124	38,408	858,959	.....	.....	.....
1904	103	103	591	11,420	192,890	.....	.....	.....
1905	95	96	332	12,513	246,138	.....	.....	.....
1906	149	150	965	23,382	378,276	.....	.....	.....
1907	183	188	950	34,060	520,142	.....	.....	.....
1908	72	76	178	26,071	703,571	.....	.....	.....
1909	88	90	372	18,114	880,663	.....	.....	.....
1910	94	101	1,233	22,203	731,324	.....	.....	.....
1911	99	100	533	29,285	1,821,084	.....	.....	.....
1912	179	181	1,321	42,860	1,135,786	.....	.....	.....
1913	143	152	1,077	40,519	1,036,254	.....	.....	.....
1914	58	63	261	9,717	490,850	.....	.....	.....
1915	62	63	120	11,395	95,042	.....	.....	.....
1916	118	120	332	26,538	236,814	.....	.....	.....
1917	158	160	758	50,255	1,123,515	.....	.....	.....
1918	228	230	782	79,743	647,942	.....	.....	.....
1919	332	336	1,967	148,915	3,400,942	1·79	22·84	0·60
1920	310	322	1,374	60,327	799,524	0·42	13·25	0·14
1921	159	168	1,208	28,257	1,048,914	0·66	37·12	0·22
1922	89	104	732	43,775	1,528,661	0,95	34·92	0·32
1923	77	86	450	34,261	671,750	0·39	19·61	0·13
1924	64	70	435	34,310	1,295,054	0·76	37·75	0·26
1925	86	87	497	28,949	1,193,281	0·69	41·22	0·23
1926	75	77	512	23,834	266,601	0·14	11·19	0·05
1927	72	74	480	22,299	152,570	0·08	6·84	0·03
1928	96	98	548	17,581	224,212	0·11	12·75	0·04
1929	88	90	263	12,946	152,080	0·07	11·75	0·02
1930	67	67	338	13,768	91,797	0·04	6·67	0·01
1931	86	88	266	10,738	204,238	0·10	19·02	0·04
1932	111	116	497	23,390	255,000	0·15	10·90	0·05
1933	122	125	617	26,558	317,547	0·20	11·96	0·07
1934	189	191	1,100	45,800	574,519	0·33	12·54	0·11
1935	120	120	719	33,269	288,703	0·16	8·68	0·05
1936	155	156	709	34,812	276,997	0·15	7·96	0·05
1937	274	278	630	71,905	86,393	0·44	12·33	0·15
1938	142	147	614	20,395	148,678	0·08	7·29	0·02
1939	120	122	243	41,038	224,588	0·11	5·47	0·04
1940	166	168	894	60,619	266,318	0·12	4·39	0·04
1941	229	231	658	87,091	433,914	0·17	4·98	0·06
1942	352	354	492	113,916	450,202	0·16	3·95	0·05
1943	401	402	651	218,404	1,041,198	0·35	4·77	0·12
1944	195	199	400	75,290	490,139	0·16	6·51	0·06
1945	196	197	418	96,068	1,457,420	0·49	15·17	0·17
1946	225	228	1,299	139,474	4,516,393	1·49	32·38	0·50
1947	232	236	1,173	104,120	2,397,340	0·77	23·02	0·26
1948	147	154	674	42,820	885,793	0·27	20·68	0·09
Total	7,198	*7,363	*32,604	*2,228,210	37,981,125	.....		

* In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

Fair Wages

The Fair Wages policy of the Federal Government was originally adopted as a Resolution of the House of Commons in 1900 and was later expressed in an Order in Council of June 7, 1922, which was subsequently amended by an Order in Council of April 9, 1924. The Fair Wages Order in Council contains certain Conditions marked "A" which are applicable to contracts for building and construction work, and certain other Conditions

marked "B" which apply in the case of contracts for the manufacture of various classes of Government supplies and equipment.

Respecting contracts for the construction, repair, remodelling and demolition of any work, the "A" Conditions of the 1924 Order in Council were superseded, in so far as wages and hours were concerned, by a statute entitled the "Fair Wages and Eight Hour Day Act, 1930". This Act was, in turn, superseded by the "Fair Wages and Hours of Labour Act, 1935", which is still in effect.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

The provisions of the Fair Wages and Hours of Labour Act, 1935, relating to wages and hours are as follows:

> "All persons in the employ of the contractor, sub-contractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages. The working hours of persons while so employed shall not exceeed eight hours per day or forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister".

Fair wages are defined as:

> "Such wages as are generally accepted as current for competent workmen in the district in which the work is being performed for the character or class of work in which such workmen are respectively engaged; but shall in all cases be such wages as are fair and reasonable".

This Act applies not only to contracts made with the Government of Canada for the construction, remodelling, repair or demolition of any work, but also to workmen employed on works of this nature by the Government direct who are excluded from the provisions of the Civil Service Act. It applies also to such works as are assisted by Government aid in the form of contribution, subsidy, loan, advance or guarantee.

By Order in Council P.C. 6801, November 23, 1940, regulations adopted under the Fair Wages and Hours of Labour Act, 1935, made the Deputy Minister of Labour responsible for the investigation of claims for the payment of wages specified in fair wages Schedules, and established a procedure for the settlement of such claims.

Departments of the Government contemplating the calling of tenders for construction projects furnish the Department of Labour with particulars as to the nature of the work, the locality, the approximate cost, and the classifications likely to be employed. The Department of Labour, thereupon, furnishes the Department concerned with a Schedule showing the minimum fair wage rate to be applied to each classification employed and the standard conditions of employment as specified in P.C. 1206, "A" Conditions. These provisions are included in the specifications and form part of the contract.

During the fiscal year ending March 31, 1949, the Department of Labour issued 1,269 Schedules of fair wages and conditions of employment, as compared with 602 Schedules during the fiscal year 1947-48, and 486 for the fiscal year 1946-47. The approximate total value of contracts reported to the Department as having been awarded during the year was $66,386,373.20. During 1948-49, the sum of $4,628.69 was collected from employers who had failed to pay the wages prescribed in fair wage Schedules, and was distributed to 144 workers. During the fiscal years 1947-48 and 1946-47, such collections totalled $5,578.63 and $782.14, respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies

On December 31, 1934, an Order in Council was passed rescinding the "B" Conditions of the Fair Wages Order in Council previously in effect and substituting other Conditions therefor. In addition to the original provision requiring the payment of wage rates not less than those generally accepted as current for competent workmen in the district in which the work was to be performed, the 1934 Order in Council stipulated minimum rates of 30 cents per hour for male workers 18 years of age and over and 20 cents per hour for female workers 18 years of age and over. Order in Council P.C. 3884, of May 30, 1941, raised the minimum rates to 35 cents per hour for males and 25 cents per hour for females, 18 years of age and over, and Order in Council P.C. 7679, October 4, 1941, made these conditions applicable to all employees in an establishment of any contractor engaged in the manufacture of supplies and equipment for the Government, regardless of whether such employees were actually engaged in the execution of the contract. Both these Orders, however, were passed under the provisions of the War Measures Act and were continued under the National Emergency Transitional Powers Act, but lapsed effective April 1, 1947, when P.C. 1166 did not provide for their continuance. A proposed revision of the "B" Conditions as to minimum wage rates was receiving consideration at the end of the year.

Departments awarding contracts for the supply and manufacture of supplies and equipment include the standard "B" Conditions as a provision of the contract.

During the period under review no violations of the contract Conditions respecting wages occurred, but during the fiscal years 1947-48 and 1946-47, amounts of $722.10 and $392.49 were collected from employers who had failed to meet the prescribed Conditions.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules, and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

On May 15, 1944, Order in Council P.C. 3374 established a procedure for the determination of the rates of pay of exempt employees. Under this procedure employees of any department or agency of the Government of Canada exempted from the provisions of the Civil Service Act by the previously mentioned Order in Council, and engaged at hourly prevailing rates of wages shall be paid such wage rates as are recommended by the Minister of the Department concerned, concurred in by the Department of Labour, and approved by the Treasury Board. The concurrence of the Department of Labour is to be evidenced by a certificate attached to the schedule of rates submitted to the Treasury Board with a recommendation of the Minister of the employing department.

There are in the Government Service in Canada about 30,000 of these employees exempt from the operation of the Civil Service Act, and they are employed in public buildings, parks, forests, canals, special projects, and government vessels.

During the fiscal year 1948-49 the number of recommendations made for the establishment of prevailing rates of pay for prevailing rate employees of the Government was 1,782. Approximately 250 different occupational classifications were represented by the employees affected.

Labour-Management Co-operation Service

The Labour-Management Co-operation Service of the Industrial Relations Branch is responsible for the promotion of labour-management production committees in Canadian industry. It was established on May 15, 1947, to succeed the Industrial Production Co-operation Board, which had carried on similar work during the war.

To advise the Minister of Labour on matters concerning the Labour-Management Co-operation Service, an Advisory Committee, consisting of representatives of employers' organizations and trade unions, was appointed under Order in Council P.C. 5064, dated December 23, 1947. The chairman of the Advisory Committee is J. G. Bisson, chairman of the Unemployment Insurance Commission. Trade union representatives are A. E. Hemming of the Trades and Labour Congress of Canada; Pat Conroy of the Canadian Congress of Labour; A. Gosselin of the Canadian and Catholic Confederation of Labour; and H. Smith, Railway Employees' Department, Division Number Four, American Federation of Labour. Representing employer organizations are C. Willis George of the Canadian Manufacturers' Association; R. G. Johnson of the Canadian Construction Association; J. A. Brass of the Railway Association of Canada; and D. B. Chant, Ontario Pulp and Paper Makers' Safety Association.

On April 1, 1948, the number of labour-management production committees of which the Service had a record was 554, representing 266,859 workers. By March 31, 1949, this total had increased to 615, representing 275,024 workers. The accompanying table shows the distribution of labour-management production committees by industry and the number of employees represented by the committees in each.

Publicity activities of the Service during the year included the preparation and publication, in English and French, of the booklet "A Stitch in Time"—a study of the labour-management production committee activities at Kitchen Overall and Shirt Company Limited, Brantford. Also issued was a similar research report on the LMPC at the Market Street, Brantford, plant of Massey-Harris Company Limited, entitled "Pattern for Production".

Other publicity produced and distributed included "Information Bulletin Number 3", which explains the functions of the Service and lists the organizational aids it makes available to LMPC's; and a series of monthly posters and pay envelope stuffers based on the theme, "Teamwork Pays Off". The posters and stuffers dealt with good housekeeping, safety, production, absenteeism, job simplification and similar industrial matters.

A new sound slide film in colour, "Making the Most of Your LMPC", was produced for the Service by the National Film Board. It is designed to help already established committees to become more effective.

The circulation of the monthly bulletin, "Teamwork in Industry", continued to increase during the year.

Fieldmen located at Campbellton, Three Rivers, Montreal, Toronto, Hamilton, St. Catharines, Kitchener, London, Windsor, Winnipeg and Vancouver continued to promote the formation of committees in all provinces. During the year under review fieldmen also made 988 visits to established committees or to management and union representatives to discuss the operations of such committees and give whatever assistance was necessary to make them more

effective. The activities most frequently reported by these labour-management production committees were: (1) Increased Production, (2) Improved Quality, (3) Reduction of Waste, (4) Accident Prevention, (5) Good Housekeeping, (6) Reduction of Absenteeism, (7) Measures to promote better understanding between management and labour.

TABLE 2.—NUMBER OF COMMITTEES AND NUMBER OF WORKERS REPRESENTED ON LABOUR-MANAGEMENT PRODUCTION COMMITTEES IN CANADA, BY INDUSTRIES, AT MARCH 31, 1949

Industry	Number of Labour-Management Production Committees		Number of Workers Covered by Committees	
MINING		42		24,317
Metallic ores	13		11,534	
Coal	26		12,026	
Other non-metallic minerals	3		757	
MANUFACTURING		376		158,358
Textile products	25		9,175	
Rubber and its products	7		4,988	
Pulp, paper and paper products	40		21,966	
Printing and publishing	7		1,640	
Lumber and its products	24		5,263	
Edible plant products	31		6,136	
Furs	1		166	
Leather and leather products	23		4,697	
Edible animal and sea products	21		5,511	
Iron and its products	96		42,735	
Non-ferrous metals and their products	22		19,341	
Clay, glass and stone products	9		2,486	
Non-metallic mineral products	10		881	
Tobacco products	1		1,455	
Beverages	7		3,355	
Electric light and power	6		3,892	
Chemicals and allied products	23		6,207	
Electrical apparatus	21		18,230	
Miscellaneous	2		234	
CONSTRUCTION		3		8,931
TRANSPORTATION		122		58,662
Steam railway	103		52,881	
Air, street and electric railways, forwarding and storage	19		5,781	
COMMUNICATIONS		41		10,421
Telegraph	8		3,329	
Telephone	33		7,092	
TRADE—Retail and Wholesale		7		1,756
FINANCE		1		176
SERVICE		23		12,403
Totals		615		275,024

III.—CANADA LABOUR RELATIONS BOARD

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board succeeded the Wartime Labour Relations Board on September 1 of the fiscal year under review, being composed of identically the same personnel as the latter Board which administered the Wartime Labour Relations Regulations, Order in Council P.C. 1003. Complete information on the provisions of the Regulations and the activities of the Wartime Board is to be found in the narrative and statistical material contained in the five previous Annual Reports of the Department.

The Canada Labour Relations Board in the course of its functions mentioned above has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining if bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively, to determine who is a member in good standing of a trade union and to determine who is an employee or employer within the meaning of the Act.

Personnel of the Board

Chairman: the Hon. Mr. Justice G. B. O'Connor, Edmonton, Justice of the Appellate Division of the Supreme Court of Alberta;

Vice-Chairman: Mr. A. H. Brown, Departmental Solicitor and Assistant to the Deputy Minister of Labour, Department of Labour, Ottawa;

Members: Mr. A. R. Mosher, Canadian Congress of Labour, Ottawa; Mr. W. L. Best, Brotherhood of Locomotive Firemen and Enginemen, Ottawa; Mr. G. Picard, Canadian and Catholic Confederation of Labour, Montreal; Mr. J. A. D'Aoust, International Brotherhood of Paper Makers, Wrightville, Que.; Mr. H. Taylor, Canadian National Carbon Co. Ltd., Toronto; Mr. A. Deschamps, Contracting Engineer, Montreal; Mr. A. J. Hills, Ottawa, and Mr. E. R. Complin, Canadian Industries, Ltd., Montreal.

Chief Executive Officer: Mr. M. M. Maclean, Director of Industrial Relations and Assistant to the Deputy Minister of Labour, Ottawa.

Secretary: Mr. Bernard Wilson, Industrial Relations Officer of the Department of Labour, Ottawa.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act and given effect through Order in Council P.C. 4682 of October 22, 1948, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board and which are mentioned above in the first paragraph of this section.

In addition, the Rules set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees. For the complete text of the Rules of Procedure, see *The Labour Gazette,* January, 1949, pp. 57-60.

Hearings of the Board

The Canada Labour Relations Board for the seven months of its existence during the fiscal year, from September 1, 1948, down to March 31, 1949, held 14 meetings, usually holding two-day sessions each month. In addition to other activities, statistics of which are given below, some 22 hearings were held either at the wish of the parties concerned or by direction of the Board. Thirty employers and 35 trade unions were represented before the Board. About one-third of the meeting time of the Board was occupied in hearing these oral representations. The great majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

The Wartime Labour Relations Board which was in existence for the first five months of the fiscal year held 7 meetings during that period and heard 19 cases affecting 22 trade unions and 31 employers.

Certification Proceedings under the Industrial Relations and Disputes Investigation Act

From September 1, 1948, to March 31, 1949, the Canada Labour Relations Board received 42 applications for the certification of bargaining agents and also gave consideration to another 11 applications for certification which had not been finally disposed of by its predecessor, the Wartime Labour Relations Board (National). Of these 53 applications, 22 had been granted, 12 rejected and 7 withdrawn by the end of the fiscal year, the remaining 12 being still under investigation. In the same period, the Board ordered 8 representation votes.

ANALYSIS OF CERTIFICATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF APPLICATIONS, SEPTEMBER 1, 1948, TO MARCH 31, 1949

—	Number of Applications	Number of Workers Directly Affected
Applications under investigation on September 1, 1948	11	553
Applications received	42	6,797
Total	53	7,350
Applications granted	22	5,469
Applications rejected	12	545
Applications withdrawn	7	467
Applications under investigation on March 31, 1949	12	869
Total	53	7,350

Certification Proceedings under the Wartime Labour Relations Regulations

From April 1, 1948, to August 31, 1948, the Wartime Labour Relations Board (National) received 40 applications for the certification of bargaining representatives and gave consideration to another 33 applications which were pending at the beginning of the fiscal year. Of these 73 applications, 24 were

granted, 30 rejected and 8 withdrawn, the remaining 11 being still under investigation on August 31, 1948. In the five-months period the Board ordered 13 representation votes.

From its inception in March 1944, to August 31, 1948, the Wartime Labour Relations Board received 700 applications for certification, of which 388 were granted, 136 rejected, 140 withdrawn and 25 referred to provincial labour relations boards. In this period the Board ordered 135 representation votes.

ANALYSIS OF CERTIFICATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF APPLICATIONS, SEPTEMBER 1, 1948, TO MARCH 31, 1949

——	Number of Applications	Number of Workers Directly Affected
Applications under investigation on September 1, 1948	11	553
Applications received	42	6,797
Total	53	7,350
Applications granted	22	5,469
Applications rejected	12	545
Applications withdrawn	7	467
Applications under investigation on March 31, 1949	12	869
Total	53	7,350

ANALYSIS OF DISPOSITION OF APPLICATIONS FOR CERTIFICATION RECEIVED BY WARTIME LABOUR RELATIONS BOARD (NATIONAL), MARCH 20, 1944 TO AUGUST 31, 1948

Year	Number of Applications Received	Applications Decided	Certification Granted by Board	Applications Referred to Provincial Boards	Applications Rejected	Applications Withdrawn	Votes Ordered by Board
1944	204	162	85	23	23	31	31
1945	118	131	104	1	14	12	28
1946	128	126	75	1	19	31	30
1947	174	195	92	.....	46	57	32
1948	76	75	32	.....	34	9	14
Totals	700	689*	388	25	136	140	135

* The 11 applications pending on August 31, 1948, were decided subsequently by the Canada Labour Relations Board.

Complaints of Failure to Bargain Collectively Referred to The Canada Labour Relations Board

During the period from September 1, 1948 to March 31, 1949, five complaints made under Section 43 of the Industrial Relations and Disputes Investigation Act alleging that a party had failed to bargain collectively were referred by the Minister of Labour to the Canada Labour Relations Board. In four cases the Board found that the provisions of Section 43 of the Act did not have application to the matters in dispute, and dismissed the complaints. Decision in the fifth case was pending as of March 31, 1949.

Applications to Canada Labour Relations Board for Revocation or Reconsideration of Decision

Section 11 of The Industrial Relations and Disputes Investigation Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the

Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

Three requests for revocation of certification or reconsideration of previous decisions were received by the Canada Labour Relations Board during the period from September 1, 1948 to March 31, 1949. Two of the applications were rejected by the Board. In the third case, the decision of the Board was pending as of March 31, 1949.

Applications to The Canada Labour Relataions Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. From September 1, 1948, down to March 31, 1949, no such applications were received. Under the similar provisions of the Wartime Labour Relations Regulations, one application was received prior to revocation of the Order in Council on August 31, 1948. In this case the parties agreed during Board proceedings upon a provision and hence a formal determination by the Board was not required.

Applications to Wartime Labour Relations Board for Consent to Prosecute

Under the Wartime Labour Relations Regulations the matter of consent to prosecute was in the hands of the Wartime Labour Relations Board (National).

During the period from April 1, 1948, to August 31, 1948, the Board received and dealt with five applications for consent to prosecute. Consent was granted in all five cases.

IV.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE NATIONAL EMPLOYMENT SERVICE

During the fiscal year ending March 31, 1947, Section 88 of the Unemployment Insurance Act, 1940, under which the National Employment Service was established, was amended to provide that this Service should be under the direction of the Minister of Labour. Detailed information on the operations of the National Employment Service is published in the annual Report of the Unemployment Insurance Commission. Close liaison is maintained between the work of the Unemployment Insurance Commission and that of other agencies in the Department of Labour.

V.—CANADIAN VOCATIONAL TRAINING

The Training Branch of the Department of Labour is responsible for administering the various vocational projects known under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942. During the fiscal year ending March 31, 1948, these comprised the following main divisions, all carried on by means of Dominion-Provincial Agreements:—

(1) Youth Training, for the training of young people, including assistance to students.

(2) Supervisory Training, for industrial foremen.

(3) Apprentice Training, for the training of indentured apprentices under the authority and jurisdiction of the Provincial Apprenticeship Acts.

(4) Rehabilitation Training, for discharged members of the Armed Forces.

(5) Training or Retraining, for unemployed persons.

(6) Vocational Schools' Assistance Agreement, to provide Dominion financial assistance to the provinces for the carrying on and development of vocational training on the secondary school level.

(7) The replacement in provincial and municipal schools of equipment seriously depreciated through use in War Emergency Training.

From the inception of Dominion-Provincial Training in 1937 up to 31st March, 1949, the gross enrolment has been 918,740.

GROSS ENROLMENT DURING THE YEAR

Youth Training	4,817
Student Aid	2,640
Supervisory Training	9,481
Training or Retraining of Unemployed Persons	1,076
Apprentice Training	4,788
Training of Discharged Members of the Forces	603
Training of Army Personnel	486
Total	23,891

The appropriations administered by the Training Branch during the year 1948-49 were as follows:

Youth Training	$ 425,000
Apprentice Training	480,000
Vocational Schools' Assistance	2,100,000
Vocational Schools' Capital Expenditures	2,850,000
Replacement of Depreciated Equipment	100,000
Training of Unemployed Persons	350,000
Training of Discharged Members of the Forces	2,750,000
Administration	51,800
Advisory Council	4,000
Supervisory Training	22,500
Total	$ 9,133,300

GENERAL ADMINISTRATION

During the year under review the numbers of veterans being trained under the auspices of C.V.T. declined steadily and had been reduced by 31st March to 424. Although the increases in other types of training have not quite compensated for the decrease in veteran training, they have been satisfactory. The program under which unemployed persons may be given vocational training

has expanded, particularly in the Province of Nova Scotia, and it has become operative in a small way in the Provinces of Manitoba and British Columbia. Considerably larger expenditures were made under the Vocational Schools' Assistance Agreement and there was a notable acceleration in the building programs which are being carried out under that Agreement. The training of Armed Forces personnel in C.V.T. schools and under C.V.T. auspices continued throughout the year under review. The numbers given training increased to such an extent that a section of this report has been devoted to a description of training arrangements made for the army.

As indicated in the last Annual Report, the Re-Establishment Training Agreement, which provided for the training of veterans and unemployed persons, terminated on 31st March, 1948. It was replaced by a new Agreement, called the Vocational Training Agreement. The new Agreement includes schedules for the training of veterans, the training of unemployed persons, youth training, and supervisory training. The Agreement is effective for two years and the approved costs will be shared equally between the provinces and the Dominion, except for veteran training, the costs of which will be paid entirely by the Dominion.

During the course of the year the Head Office Staff of the Training Branch was reduced from 13 on 1st April, 1948, to 10 on 31st March, 1949. Lt.-Col. M. Archambault, Regional Director for the Province of Quebec, resigned his position in order to accept other employment, and he was not replaced. In Manitoba, Colonel J. Neish accepted an appointment with the Unemployment Insurance Commission and was replaced for a short time by Mr. D. E. McPherson. Later in the year Mr. McPherson resigned in order to go into business and it has not been necessary to replace him. In British Columbia, Lt.-Col. J. W. Inglis replaced Mr. Henry Hill as Regional Director on 1st April, 1948.

During the year the Vocational Training Advisory Council met twice in order to discuss various matters and advise the Minister regarding the training program generally. The term of office of Dr. G. Fred McNally, Captain H. G. Gonthier, Mr. D. S. Lyons, Mr. F. S. Rutherford, and Mr. R. Seasons expired. Dr. McNally and Captain Gonthier were reappointed for a further term of three years. Mr. W. Jenoves, Vice-President, Trades and Labour Congress, replaced Mr. D. S. Lyons; Mr. L. S. Beattie, Director of Vocational Education for Ontario, replaced Mr. F. S. Rutherford; Mr. E. V. Gage, President, Byers Construction Company Limited, replaced Mr. R. Seasons as Representative of the Canadian Construction Association.

During the year the Council was unfortunate in losing two members through death. Dr. Fletcher Peacock, Director of Educational Services for the Province of New Brunswick, died on 24th January, 1949, and Mr. J. C. G. Herwig, the General Secretary of the Canadian Legion, died on 19th February, 1949. Dr. L. W. Shaw, Deputy Minister of Education for the Province of Prince Edward Island, and a former Director of Education for Newfoundland, was appointed to complete the unexpired portion of Dr. Peacock's term on the Council. Mr. T. D. Anderson, the present Acting Secretary of the Canadian Legion, was appointed to complete the unexpired portion of Mr. Herwig's term.

The names of the present members of the Advisory Council are shown in an appendix to this report, as are the names of Regional Directors for the various provinces.

At the meeting of the Vocational Training Advisory Council which was held on 4th October, 1948, various members drew attention to the fact that increased costs for new buildings, and higher operational costs of vocational schools, have reduced the value of the grants which were provided under the Vocational Schools' Assistance Agreement. The availability of Dominion funds has given a notable impetus to vocational education in Canada and has been

responsible for an active program of development in practically all provinces. Many projects have not been completed and some have not even been commenced. The Council felt that it was in the interests of Canada that facilities for vocational education should be strengthened and developed as speedily as possible. It recommended that a further grant of $5,000,000 be made by the Dominion for capital expenditures, to be distributed on the same basis as the earlier capital grant, and that the annual grants be increased from $2,000,000 to $4,000,000. At 31st March these recommendations were still under consideration.

The different types of training which have been carried out during the year under review are dealt with in detail in this report under separate headings.

YOUTH TRAINING

Youth Training was carried on as a division of the new Vocational Training Agreement. This division was operative in all provinces, although the Province of Ontario used it only in connection with assistance to students at a university. As in previous years, those eligible for training were men and women between the ages of 16 and 30, who had not been previously gainfully employed. These included persons living and working on their own farms, students at a university, nurses-in-training and fishermen. The amount provided for Youth Training in the 1948-49 estimates was $425,000. As usual, that amount had to provide for commitments incurred in previous years and not paid for from funds previously allotted, as well as for the expenditures made under the 1948-49 program. All costs of approved projects carried out under the Youth Training Division were shared equally between the provinces and the Dominion. Each province put forward requests for authority to carry on specific types of training and stated the amount of money which would be required. The requests were approved by the Minister of Labour and embodied into schedules. The allotment of funds made to each province and expenditures during the fiscal year under review are shown in Table 2; the enrolments in each province are shown in Table 3.

As in recent years, the projects which were carried out under this division were very limited, with the exception of Assistance to Students, which is dealt with in the next section of this report. Agricultural courses, courses in rural homemaking, and courses in specific agricultural subjects once again predominated. The classes which were carried on in each province are listed below:—

Prince Edward Island

Men—Farm Mechanics (1), Agriculture (1)

Men and Women—Poultry and Egg Grading (1)

Women—Homecraft and Handicraft (1)

Nova Scotia

Men—Vocational Arithmetic (2), Welding (2), Draughting (2), Electricity (1), Auto Mechanics (1), Navigation (4), Marine Engines (3), Farm Courses (2)

Men and Women—Commercial Classes (3)

Women—Dressmaking (1), Rural Home Training (1), Canning (56)

New Brunswick

Men—Agriculture and Farm Mechanics (5), Woodworking (1), Automotive Servicing and Maintenance (1)

Women—Dressmaking (1), Rural Homecrafts and Handicrafts (3)

Quebec

Men—Rural Leadership (17), Forestry (7), Production of Seed Potatoes (1), Slaughtering and Refrigeration of Meat (1), Rural Electrification (1), Co-Operative Fishing (2), Poultry Selection (1)

Men and Women—Rural Leadership (4), Clock making (1), Wood-Carving (1), Poultry (3), Weaving for the Blind (1), Egg Grading (1)

Women—Rural Leadership (7), Cooking, Handicraft and Sewing (4), Sewing and Dressmaking (1), Making Hooked and Woven Rugs (1), Horticulture, Poultry, Dairying and Cooking (2)

Manitoba

Men—Farm Machinery (2), Field Crops and Farm Machinery (2), Rural Electrification and Farm Machinery (1), Farm Machinery and Livestock (1), Agriculture (3)

Women—Homemaking (3)

Saskatchewan

Men—Farm Machinery—short course (2), Farm Mechanics—long course (1), Agricultural—long course (5), Agricultural—short course (10)

Men and Women—Six-week Homemaking Course (2)

Women—Two-week Homemaking Course (6)

Alberta

Men—Watch Repair (1), Butter and Cheese Making at industrial level (1)

Men and Women—Bookkeeping (1), Typing (1), General Office Clerk (1)

Women—Nursing Aide (7), Rural Homecraft (1), Stenography (continuous)

British Columbia

Men—Automobile Mechanics (1), Diesel Engineering (1)

Men and Women—Rural Leadership (1)

Women—Power Sewing Machine (1)

ASSISTANCE TO STUDENTS

Assistance to Students and Nurses-in-Training was included in the Youth Training Division of the Vocational Training Agreement. The schedule which covers this phase of training was once more in effect in all provinces. Those eligible for assistance were nurses-in-training at hospitals and students in a course leading to a degree at a university who had good academic standing, but who could not continue the course without financial assistance. Each province decided whether the assistance would take the form of a loan, an outright grant, or a combination of the two. The use to which this schedule of the Training Program was put was again quite extensive, and indicated that the provincial authorities are fully alive to the desirability of providing assistance to those students who have plenty of academic ability but limited financial resources.

The value of the schedule in permitting students at universities and nurses-in-training to continue with their courses may be gauged from the fact that,

during the past ten years, the following approximate amounts have been paid to the provinces for that purpose:—

Prince Edward Island	$ 18,110
Nova Scotia	45,125
New Brunswick	88,760
Quebec	566,235
Ontario	212,955
Manitoba	22,900
Saskatchewan	133,515
Alberta	83,265
British Columbia	188,455

During the fiscal year 1948-49 Dominion Government expenditures for Assistance to Students amounted to $128,483 in the form of grants, and $75,853 in the form of loans. Financial help was given to 440 nurses-in-training and 2,200 students at universities. Included in the total number of university students were 406 taking courses in medicine, 88 in dentistry, 391 in engineering, 64 in agriculture, and 777 in arts and science. The number assisted in each province is shown in Table 3.

The approximate Dominion contributions in each province were:—

Prince Edward Island	$ 4,000
Nova Scotia	8,960
New Brunswick	9,730
Quebec	75,985
Ontario	50,000
Manitoba	1,750
Saskatchewan	19,265
Alberta	10,600
British Columbia	23,830

SUPERVISORY TRAINING

Supervisory Training was again carried on in three provinces only. This type of training was provided for under another division of the Vocational Training Agreement. The amounts allotted to the three provinces which participated were as follows—Ontario, $9,000; Quebec, $9,000; British Columbia, $3,000.

Under this division training was given to supervisors and personnel officials in industry through the media of job instruction, job relations, job methods, and job safety institutes and conferences. As in other recent years, a nominal charge was made to those firms which participated in the various training institutes that were conducted. The numbers of individuals who received training are as follows —Ontario, 2,534; Quebec, 5,867; British Columbia, 1,080.

Up to 30th April, 1949, claims were paid to the three provinces where supervisory training was carried out, as follows—Ontario, $1,035.62; Quebec, $7,254.84; British Columbia, $1,355.42.

Notification was received from the Province of Ontario that Supervisory Training would be discontinued in that province after 31st March, 1949. This means that, during the next fiscal year, only Quebec and British Columbia will be co-operating with the Dominion Government in carrying on this type of training.

TRAINING OF DISCHARGED MEMBERS OF THE FORCES

The training of veterans was carried on during the year under Schedule "L" of the new Vocational Training Agreement. This Schedule was in effect in all provinces.

At the close of the last fiscal year there were 3,083 veterans in C.V.T. vocational schools, 421 in C.V.T. pre-matriculation schools, and 1,489 training-on-the-job in industry. The majority in the latter category were transferred for supervision to the Department of Veterans Affairs on 31st March, 1948. The balance, located in Montreal and Quebec cities, were taken over by D.V.A. during the months of May and June.

The last date upon which veterans could be accepted for vocational training, except under certain special circumstances, was set at 31st December, 1947. As a consequence, the intake of veterans into training centres operated or supervised by Canadian Vocational Training has been very small throughout the year under review. By 31st March, 1949, the number of veterans training under the auspices of Canadian Vocational Training had been reduced to 424. It is not desired to labour the good points of the Vocational Training Program for veterans in Canada, but the fact that the job has been practically completed, without any serious complaints from veterans or from those who employed the veterans trained under the Program, is a matter of astonishment to officials in other countries where the vocational training of discharged members of the armed forces is still requiring a great deal of attention.

When the year under review opened, there were two veteran training centres operating in Nova Scotia. These were situated at Halifax and North Sydney. Both those centres are still being carried on jointly by the Dominion and the Province, and are being used for the training of veterans, class training of apprentices, and the training of unemployed persons, to which reference is made in a separate section of this report. In the Province of New Brunswick the large veteran training centre at Moncton was taken over by the provincial authorities on 1st November, 1948, and is now operating as a provincial technical institute. Some veterans are still training there and the training of unemployed persons is also being carried on. It is anticipated that class training of apprentices will be undertaken in addition in the near future. In Quebec, the Commercial Training Centre for Veterans, in Montreal, was closed early in the summer and the Vocational Training Centre at Three Rivers, which had been operated in connection with the technical school there, was absorbed as a part of the technical school. In Ontario, the large training centre at Hamilton was closed in May and on 1st September the Toronto Training and Re-Establishment Institute was taken over by the province and started operation as the Ryerson Institute of Technology. At this school over 60 different courses were offered to veterans, and men and women from Vancouver to Halifax were admitted to special courses there.

At Winnipeg the Commercial School, the Mid-West Training Centre for the building trades, and the vocational school which had been operated in provincial premises were all closed as veteran training centres and the Provincial Government continued to operate the Vocational Training Centre as the Manitoba Technical Institute. As is the case in Toronto, veterans who are approved for vocational training are still being trained at this institute. The only training centre for veterans in Saskatchewan which remained open at the beginning of the fiscal year under review, namely, that at Saskatoon, was taken over by the province during April, 1948, and is now being operated as a training centre for unemployed persons, apprentices, and any veterans who may still be approved for training. In Alberta, the veteran training centres at Red Deer and Calgary were closed, as such, and the one at Calgary has been continued in operation by the province along the same lines as the centre at Saskatoon. The

commercial courses were in operation at Edmonton until the end of June. The various veteran training centres in Vancouver were closed towards the end of the year, and the one at Nanaimo was taken over by the province during the summer of 1948.

The foregoing details show that veteran training facilities were liquidated in a thorough manner, but it should be mentioned that, before any school or course for veterans was closed, Canadian Vocational Training made quite sure that suitable training in the occupations concerned would be available for any veterans who required it. The general procedure now in effect is for the Department of Labour to reimburse the provinces at a per diem rate for veterans who are being trained in provincial institutes and schools.

Now that veteran training, as a specific task, has been carried out, there are many features of it which are well worth preserving in record form. When training was at its peak a booklet, which told the story of that training in each province, was prepared and given wide distribution. However, there were many special courses set up in order to qualify veterans for specific occupations. No attempt can be made to mention them in this report. However, one of these, which closed only on 24th December, 1948, was a class for surveyors. The course operated at various points in the Province of Nova Scotia, carrying out moves periodically so that it could undertake practical survey work in different localities. The first veteran enrolled in it on 1st November, 1945. Altogether, 50 veterans were enrolled and 3 discontinued their training for various reasons. Forty-five of the remaining 47 sat for their provincial land surveyors' examinations; 42 of these passed, 2 failed and the other is at present awaiting an opportunity to write a supplementary examination. All the men who took this course and passed the provincial examinations are now qualified to earn a very satisfactory living.

The undermentioned tables in connection with veteran training, which will be found farther on in this report, provide a useful statistical picture:—

Table 4, which shows the allotments and expenditures for the fiscal year under review.

Table 5, which shows the numbers of veterans given training during the year.

Table 6, which gives a breakdown of the approximate Dominion expenditures on veteran training from its commencement up to 31st March, 1949.

TRAINING OF PERSONNEL FOR THE ARMED FORCES

Although there was no specific schedule of the Vocational Training Agreement which provided for the training of navy, army, and air force personnel, that type of training was again carried out fairly extensively during the year under review. As in the previous fiscal year, the Department of National Defence was required to reimburse the Department of Labour for the costs of this training. The provinces were in turn reimbursed by the Department of Labour because it was necessary, after veteran training centres were closed, for the training to be carried on in provincial institutes, or in training centres which were operated jointly by the Dominion and the province.

Early in 1948, Canadian Vocational Training received a request from the army to train 89 motor mechanics, 16 sheet metal workers, 30 welders, 34 machine tool operators, and 12 draughtsmen. Vacancies were found for all these men and by June they were attending courses, varying from 4 to 7 months in length, at Vancouver (27), Calgary (57), Saskatoon (15), Moncton (55), Halifax (8), and North Sydney (19).

Later on in the year a request was received for the training of additional motor mechanics. Discussions were entered into with the provinces and early in

November, 13 were placed for training at Moncton, 28 at Toronto, 9 at Winnipeg, and 15 at Saskatoon. In January, 1949, twenty driver mechanics commenced training at Moncton.

During November and December of 1948, arrangements were worked out with the military authorities for the training of a comparatively large additional number in 15 different trades. As a result, during the months of January and February, 216 army personnel commenced training at Moncton, Toronto, Winnipeg, and Saskatoon in the following trades—shoemaker, welder, driver mechanic, stationary engine mechanic, draughtsman, tailor, plumber, electrician, painter, carpenter, bricklayer, sheet metal worker, radio mechanic, clerk administrative, kitchen organizer. During the year under review a total of 37,057 man-days' training was given by Canadian Vocational Training to serving personnel from the armed forces.

Arrangements have been made to continue the training of quite large numbers of army personnel during the coming fiscal year, and it is proposed to provide funds in the estimates of the Training Branch to cover the costs of that training, so that it should not be necessary for the Department of Labour to invoice the Department of National Defence for each soldier trained.

APPRENTICE TRAINING

Increased attention has been given by the Training Branch during the past year to the promotion of apprenticeship across the country. Particular stress has been laid on the building trades, because the construction industry has pointed out that it will be greatly handicapped unless the number of skilled mechanics can be substantially increased, either through selective immigration or through apprenticeship. Veterans are no longer coming forward for training, and reliance for the future will have to be placed entirely on the younger men. The Training Branch has maintained close contact with the Canadian Construction Association and the National Joint Conference Board of the Construction Industry on matters pertaining to apprenticeship in the building trades, and all Provincial Apprentice Departments are giving increased attention to the recruitment of suitable apprentices.

As of 31st March, 1948, there were 11,902 apprentices registered in the seven provinces of the Dominion (all except Prince Edward Island and Quebec), with which the Department of Labour has an apprenticeship agreement. On 31st March, 1949, the number was reduced to 10,976. In the building and construction trades, the numbers of apprentices indentured and registered in each of the provinces in which the Dominion-Provincial Apprentice Training Agreement is active were as follows:—

Province	31st March, 1948	31st March, 1949
Nova Scotia	213	194
New Brunswick	185	258
Ontario	3,659	2,960
Manitoba	526	563
Saskatchewan	240	275
Alberta	708	784
British Columbia	755	654
	6,286	5,688

The shortage of apprentices is particularly marked in the trowel trades, and in painting and decorating.

There have been no changes in the designated trades in the different provinces, but minor changes have been made in some of the provincial regulations dealing with apprenticeship. The importance of class training has continued to be stressed in all provinces. During the year, Nova Scotia, which had

previously carried on only part-time classes, commenced the operation of full-time classes for registered apprentices, with the following scale of weekly allowances payable:—

Single apprentices living at home	$ 9.00
Single apprentices living away from home	13.50
Heads of families living at home	18.00
Heads of families living away from home	22.50

Ontario also made changes in its scale of weekly allowances, which now stand at $12.00 for apprentices living at home; $15.00 for those living away from home; and $14.00 for those living at home, but who require daily transportation to and from class.

The instruction given in the part-time classes continued to be, for the most part, of a technical nature. In some provinces, classes were held two or three evenings per week. In others they were held for two half-days per week, with many of the apprentices receiving from employers the usual hourly wage while in attendance at class. The instruction given in full-time classes included not only technical and theoretical subjects, but also practical work experience.

As announced in the Annual Report for 1947-48, the Dominion Government offered to share in the salaries and travelling expenses of an agreed-on number of field supervisors for apprentices. On 31st March, 1949, the numbers of these supervisors, whose salaries the Dominion had agreed to share, were as follows:—

Nova Scotia	2
New Brunswick	4
Ontario	10
Manitoba	3
Saskatchewan	3
Alberta	3
British Columbia	4

Their services have proven valuable, and have enabled the provincial authorities to keep a closer check on the apprentices while working on the job. Not only did this make it possible to adjust difficulties and misunderstandings before these became acute, but it also helped to promote more efficient training.

Following the meeting of the Vocational Training Advisory Council in Ottawa in October, 1948, when special attention was given to apprenticeship, a conference on apprenticeship was held, and attended by the Provincial Directors of Apprenticeship from all provinces except British Columbia. Information and suggestions were exchanged, and all present reported that the discussions were most helpful. The following were among the suggestions made with a view to assisting apprenticeship:—

1. That apprentices might be indentured to the Provincial Board, or to a trade association, rather than to an individual employer. (It had been experienced that some employers were reluctant to assume contractual obligations extending over a period of years.)

2. That the ratio of apprentices to journeymen should be fixed for the trade as a whole in the province, and not for each individual employer. (It was pointed out that some employers were in a much better position than others to give efficient training, and therefore could utilize a larger number of apprentices.)

At this conference there was considerable discussion about the merits of pre-employment training for apprentices, following somewhat along the same lines as had been followed in the case of veterans, when trainees were admitted to full-time class training for a period of approximately six months before they ever went to an employer. It had been found that this enabled the apprentice

schools to weed out unsuitable trainees and, by imparting a fair degree of competency, had made it possible for the keen man to earn a higher wage when he first went to an employer. In many cases veterans so trained were granted the status of a second or third year apprentice.

The conference expressed itself as favourable to trying the experiment of pre-employment training. Authority was then sought from the Governor-General-in-Council for an amendment to the Apprentice Training Agreement to provide for this type of training. As a result, P.C. 5517 of 21st December, 1948, authorized the necessary amendment, which provided also that the numbers to be admitted to pre-employment classes should be fixed by the provincial apprentice authorities after consultation with the appropriate trade advisory committee. The adoption of this amendment was left optional with each province. It has been accepted by Nova Scotia, New Brunswick, Ontario, Manitoba, Alberta, and British Columbia, and declined by Saskatchewan.

During the Apprenticeship Conference it was announced that facilities for adequate vocational training had been established in some of the Canadian penitentiaries. The Training Branch and the Provincial Directors of Apprenticeship have co-operated in assisting the officials of the Justice Department in drawing up courses of training, supplying equipment, and in co-ordinating the instruction with the requirements of the different Provincial Apprentice Boards. Particular attention has been given to the granting of credits in apprenticeship for the work accomplished at the penitentiaries, and to the placing of those who have satisfactorily completed such training.

During the year, the Training Branch prepared a booklet of some sixty pages, descriptive of apprenticeship in Canada. This was printed in both French and English and was distributed early in February, 1949. It has been favourably commented on, both by industry and officials of Government who are concerned with apprenticeship. Considerable use of the booklet is being made in schools.

Table No. 7 shows the Dominion allotments and expenditures during the fiscal year for apprentice training. Attention is called to the fact that the expenditures are only those made under the Apprentice Training Agreement for non-veteran apprentices. In all cases the province has contributed at least an equal amount. All costs for the training, as apprentices, of discharged members of the forces, who were approved for such training by the Department of Veterans Affairs, have been borne entirely by the Dominion, but have been charged to Rehabilitation Training rather than to Apprenticeship. This same table also gives statistics showing the number of apprentices registered at the end of the year, and the amount of class training given. Full-time class training for apprentices during the year has been given in Calgary, Saskatoon, Winnipeg, Toronto, Moncton, Halifax, and North Sydney. Part-time class training has been given in all these cities, and in numerous other places across the country.

TRAINING OF UNEMPLOYED PERSONS

The training of unemployed persons was carried out during the year under a separate division of the new Vocational Training Agreement. The division covering this type of training was accepted by all provinces, but training was not carried out in Prince Edward Island, Quebec, or Ontario. Those provinces did not consider that the necessity for it had developed.

In previous years persons required to be directed for training by the Unemployment Insurance Commission. The Dominion Government had paid training allowances at a specified weekly scale where applicants were not in receipt of Unemployment Insurance benefit, and shared equally with the provinces in capital expenditures for equipment. All other approved expenditures were shared

on the basis of a Dominion contribution of 60 per cent and a provincial contribution of 40 per cent. The amendment to the Vocational Training Co-Ordination Act, mentioned in the last annual report, which provided for training "to fit unemployed persons for gainful employment", permitted the Dominion to enter into new arrangements with the provinces. The provinces have been given greater authority and responsibility in the selection of persons to be trained, the decision in regard to starting classes, and in the operation of such classes. However, all approved costs of training under this Agreement are now shared equally between the province and the Dominion. Each province recommended to the Minister of Labour the scale of training allowances which should be paid.

In Nova Scotia, commercial and cooking courses were in operation for both men and women. There were also courses in barbering, diesel repair, shoe repair, welding, auto body repair, upholstery, sheet metal, and machine woodworking for men, and dressmaking for women. In New Brunswick, the majority of those taking training were in practical nursing, dressmaking, and woodworking courses. However, various individuals have been placed in other courses which were operating at the Moncton Technical Institute. On 31st March there were 60 men and 22 women training in New Brunswick, and 168 men and 22 women in Nova Scotia.

Reports for March, 1949, showed that, on the 31st of that month, in Alberta, 70 women were training as nursing aides, and 16 were taking commercial courses. In addition, 11 men were taking the commercial course, and 9 others had been accepted in various courses which were operating. In Saskatchewan, 45 women were either training as nursing aides, or taking commercial or dressmaking courses. There were 2 men in the commercial course, and 6 taking a course in cabinet-making.

The development of training for unemployed persons proceeded more rapidly in the four provinces for which details have just been given than in the two others where it was carried out. Training in Manitoba started late in 1948. By 31st March, 1949, seventy-seven men were under training in 12 courses, the majority in machine shop and radio servicing, while 46 women were taking commercial courses of various kinds. In British Columbia, there were 10 women training as power sewing machine operators.

In both Manitoba and British Columbia arrangements have not yet been approved for the payment of training allowances jointly by the Dominion and the province. As a consequence, persons accepted for training in those two provinces have been either those who were in receipt of Unemployment Insurance benefits or who did not require allowances in order to keep themselves during the training.

Although Schedule "M" was not operative in the Province of Quebec, and consequently no payments to that province have been made, it is desired to draw attenton to the fact that many unemployed persons have been trained at the request of National Employment Service offices in apprenticeship commission training centres and in at least one technical school. As an example, in March, 1949, one hundred and forty unemployed persons were being trained in the Three Rivers Technical School in 14 different occupations.

Table 8 shows the Dominion allotment for each province to cover the training of unemployed persons, the amount paid to each province during the year under review, and the total number of men enrolled for training in each province.

ASSISTANCE TO VOCATIONAL SCHOOLS

The Vocational Schools' Assistance Agreement was completed with all provinces in 1945 for the purpose of providing financial assistance to vocational training on the secondary school level. The Order in Council in this connection

authorized the Minister to enter into an agreement with any province, covering a ten-year period, commencing on 1st April, 1945.

The Agreement provides for the following Dominion financial contributions:

(*a*) An annual outright grant (not matched by the province) of $10,000 to each province;

(*b*) An annual grant of $1,910,000 for a ten-year period, to be allotted among the provinces in the same proportion as the proportion of young people in the age group 15-19 bears to the total number in that same age group in the Dominion, as shown in the last census;

(*c*) A Dominion contribution of $10,000,000 to be allotted among the provinces on the same basis as in (*b*) above. This amount was provided for capital expenditures on buildings and equipment for vocational training purposes.

The annual grants can be used by any province to pay expenditures for administrative and supervisory vocational staff, vocational instruction and vocational guidance, salaries of vocational teachers, training vocational school teachers, maintenance and repair of equipment, preparation of vocational correspondence courses, machinery, equipment, hand tools, supplies and materials, and bursaries for students attending vocational schools.

Capital Allotment

The original Order in Council stipulated that expenditures chargeable to the capital allotment had to be made by the provinces prior to 31st March, 1948. However, the difficulties which were encountered in construction work and in the purchase of vocational training equipment made it necessary to extend the date up to which payments made by the provinces would be matched, to 31st March, 1952. In order to ensure that planning and expenditures were carried out at an early date a further stipulation was made that all projects under sub-para (*c*) above had to be approved by the Minister of Labour prior to 1st April, 1948. These concessions have made it possible for the provinces to plan and embark upon projects for the improvement and extension of vocational education which could not otherwise have been undertaken.

During the year under review no new building projects were approved, for the reason that such projects could not be accepted for contributions from the special capital allotment for buildings and equipment after 31st March, 1948. This does not mean that the provinces discontinued planning for the expansion of vocational facilities when the Dominion allotment of funds ceased to be available. Reports indicate that they are planning 79 new buildings or additions to existing buildings, towards which they will not receive any Dominion assistance.

The actual costs of many building projects which were undertaken have exceeded the original estimates by substantial amounts. In many cases the Provincial Governments have increased their contributions towards the projects in order to assist the municipalities. Quebec and Saskatchewan have already asked for increased contributions from the Dominion to 12 projects where the provincial expenditures have been considerably increased. In all of these cases it has been possible to provide additional funds from the annual allotment.

Greater availability of materials and equipment has made possible much progress in carrying out the projects for new buildings and equipment during 1948-49. In spite of the continued increase in building costs, 23 building projects were completed. Of these, 11 were new buildings, and 12 consisted of additions to existing schools. Thirty-six other projects are in various stages of construction and a further 27 have been approved, although no work on them has yet been carried out.

Prince Edward Island and Quebec were the two provinces to take the greatest advantage of the capital allotment for buildings and equipment in the

early years of the Agreement. At Charlottetown a fine new wing to Prince of Wales College has been completed and is now being used for vocational courses. In Quebec, 16 new schools or additions to existing schools have been constructed and are already in operation. At Halifax, Yarmouth, Winnipeg, and Vancouver, fine new technical schools are under construction, and the one at Vancouver, expected to cost more than $1,500,000, will be in full operation by September, 1949. Many new vocational wings or departments have been constructed as additions to existing high schools in the larger towns, and a real attempt is being made to bring good vocational training to a larger proportion of the population. The benefits to vocational training in Canada which are coming from this Agreement cannot be gauged by the amount of the Dominion contributions. The fact that Dominion funds were available has encouraged the provinces and municipalities to make large expenditures themselves, and has provided a real stimulus to the development of vocational training which, due to its expensive nature, can normally be made available to a comparatively small proportion of the population.

Annual Allotment

The use made of Dominion funds continues to increase. All provinces except Prince Edward Island, Nova Scotia, and Manitoba, have used the full Dominion annual allotment. In Quebec, Saskatchewan, Nova Scotia, and Prince Edward Island, a considerable proportion of the annual allotment was used for capital expenditures. In this connection, any province may request that a portion of the annual allotment be made available for capital expenditures (either buildings or equipment). The percentage to be used in that manner must be stated by the province, and during the year under review it varied from nil in Ontario to 50 per cent in Quebec and Saskatchewan. The Agreement provides that any unexpended portion of the amount set aside for capital expenditures in one year may be carried over to the next financial year, so long as it is used for capital expenditures in that year.

In some provinces a portion of the annual allotment was used to provide bursaries for students at vocational schools and for vocational teachers taking advanced training. Both of these activities constitute an expansion of vocational training. Vocational teachers are in very short supply. Many young people who have the ability to benefit from vocational training would be unable to attend schools at a distance from their homes unless they received financial assistance. This type of assistance was given in Prince Edward Island, New Brunswick, Quebec, Manitoba, and Saskatchewan.

Vocational courses were introduced in one or more fields in 9 new centres—4 in New Brunswick, 1 in Manitoba, and 4 in Saskatchewan. A new curriculum offering vocational courses at high school level was introduced in Manitoba. A new program of studies offering revised shop courses was introduced in Saskatchewan.

Vocational Correspondence Courses

As stated in the last annual report of the Training Branch, the preparation of correspondence courses for 10 occupations, in addition to those for which courses had already been prepared, was recommended by the committee representing C.V.T. and the Canadian Education Association, which was formed for the purpose of promoting the preparation of correspondence courses. The actual progress made in the development of these correspondence courses has been discouragingly slow. The joint committee met at Winnipeg on 28th September, 1948, at the time of the Convention of the Canadian Education Association. Prior to the meeting, outlines which had been prepared as a basis on which to write correspondence courses were distributed to all members of the committee for consideration and comment. The committee as a whole decided that the

outlines should be prepared in greater detail, and referred a number of them back to the initiating provinces for revision and a more detailed breakdown.

The work of writing several of the courses has begun, and it is possible that some of them will be ready for use during the next fiscal year. When it met at Winnipeg, the joint committee felt that it had served its purpose, and that the representatives on any future committee should be appointed by the Provincial Governments. A resolution to this effect was passed and forwarded to the C.E.A., C.V.T., and the Provincial Governments. The latter have appointed their representatives to a new advisory committee on vocational correspondence courses. The first meeting of this committee will be held at the earliest convenient date.

Booklet on Vocational Education in Canada

The Training Branch undertook, with the endorsation of the Vocational Training Advisory Council, the preparation of a descriptive booklet on Vocational Education in Canada. At the present time there is no comprehensive or authoritative material published on this subject. In the administration of the Vocational Schools' Assistance Agreement it became necessary to obtain much detailed information about vocational schools. It was considered that additions should be made to this information, and a booklet prepared which would contain in concise form details of the vocational education set-up throughout the Dominion.

It is hoped that the booklet will be printed in time to permit distribution in the early summer of 1949.

Vocational Statistics

Dominion assistance has been approved for a total of 286 vocational schools under this Agreement. These schools are divided as follows—Prince Edward Island (1), Nova Scotia (3), New Brunswick (31), Quebec (55), Ontario (53), Manitoba (18), Saskatchewan (50), Alberta (14), British Columbia (61). As in past years, many of the schools which received assistance were composite high schools, but in those cases the assistance was restricted to the vocational sections, either industrial, commercial, agricultural or homemaking. Reports from the provinces indicate that vocational training was given in 282 schools. The enrolment in day-time classes during 1947-48 was 49,094. The foregoing figure includes comparatively few duplicate registrations. The evening class enrolment during the same period was 67,062. However, this later figure does include many duplicate enrolments.

Agricultural training was given in 15 schools with an enrolment of 1,163. Commercial training was given in 120 schools (no records from Quebec) with an enrolment of 30,426. Homemaking classes had an enrolment of 17,622, and industrial training was given in 182 schools to 59,038 students.

During the four years ending on 31st March, 1949, Dominion contributions towards maintenance and operating costs of vocational schools, both municipally and provincially owned, amounted to approximately $6,560,945.

Tables Nos. 9 and 10 show the amount of Dominion allotments in each province and the actual amount of claims paid up to 30th April, 1949. Amounts paid during the years previous to the one under review are shown separately.

REPLACEMENT OF DEPRECIATED EQUIPMENT

As stated in previous annual reports, P.C. 16 dated 4th January, 1946, gave authority for the Dominion to refund to certain schools 75 per cent of the cost of equipment purchased by them from War Assets Corporation up to an amount which had to be approved by the Minister of Labour for each school. Many schools across the country had placed their facilities at the disposal of the

Dominion for war emergency training during the war years. The equipment which was used became depreciated to a considerable extent. A total amount of $259,600 was approved by the Minister, but few claims have been sent in by the schools to which funds were made available. The reason for this is that War Assets has been able to supply very little in the way of suitable equipment. Total payments up to the present time have been $73,423.13, of which $25,548.04 was paid during the fiscal year under review to 9 schools as follows:—

Nova Scotia, 1; Ontario, 2; Saskatchewan, 3; British Columbia, 3.

CONCLUSION

During the year which has been reviewed in this report the activities of the Training Branch were those which can be expected in normal times. War Emergency Training and Veteran Training provided experience in the organization and operation of vocational courses that is helping to build up the post-war facilities. Those two large projects also developed supervisors and instructors.

In a nation which, like Canada, is becoming more highly industrialized each year, it is essential that we have industrial and mechanical "know-how". The only sure way of supplying that is by having adequate facilities for "learn-how".

The program of the Dominion Department of Labour, providing assistance to vocational schools, training for rural young people, for apprentices, for unemployed persons without marketable skills, and assistance to nurses-in-training and university students, helps to build up the needed facilities and also to keep our young people in training.

Progress in the development of vocational training has been made possible by the whole-hearted co-operation of the provinces. It is felt that this spirit will help to deepen the appreciation of vocational training and hasten its further development.

TABLE 1—SUMMARY OF ENROLMENTS AND EXPENDITURES

(From inception of program, 1st April, 1937, to 31st March, 1949)

Province	Youth Training	National Forestry	Special Student Aid	War Emergency		Supervisory Training	Veterans Rehabilitation	Apprentices	Unemployed Persons	Totals	Approximate Total Dominion Expenditures
				Industrial	Service Tradesmen						
											$
Prince Edward Island	3,864	101	.....	.....	.....	.....	731	.....	.....	4,696	302,726
Nova Scotia	12,153	124	197	2,800	3,685	6,536	5,679	730	339	32,243	3,666,071
New Brunswick	11,568	397	8	2,458	7,037	1,637	5,672	743	268	29,788	3,356,354
Quebec	58,369	2,045	74	37,617	11,909	63,091	19,614	.....	.....	192,719	11,008,954
Ontario	12,712	875	692	104,435	49,970	64,309	57,187	3,410	.....	293,590	19,517,893
Manitoba	29,267	481	95	4,886	9,184	5,363	13,048	1,539	135	63,998	3,302,083
Saskatchewan	38,891	219	.....	3,837	12,588	2,235	8,488	641	303	67,202	4,293,726
Alberta	54,858	135	8	6,410	12,674	4,309	12,164	2,506	333	93,397	5,057,735
British Columbia	73,036	1,679*	.....	19,290	16,652	14,123	11,868	4,437	22	141,107	4,217,163
Totals	294,718	6,056	1,074	181,733	123,699	161,603	134,451	14,006	1,400	918,740	
Total approximate Dominion expenditures	$5,645,963	$532,258	$273,815	$22,011,964		$32,997	$25,462,502	$553,168	$213,068	.....	$54,725,735

* Of these, 935 were Dominion Forest Service.

TABLE 2.—YOUTH TRAINING (INCLUDING STUDENT AID)—DOMINION ALLOTMENTS, AND PAYMENTS—FISCAL YEAR ENDED 31ST MARCH, 1949

Province	Dominion Allotment	Claims paid up to 30th April, 1949	
		For Previous Years	For 1948-49
	$ cts.	$ cts.	$ cts.
Prince Edward Island	10,000.00	.....	6,370.58
Nova Scotia	30,000.00	3,510.11	22,833.96
New Brunswick	27,000.00	225.00	18,461.34
Quebec	125,000.00	213.68	124,762.88
Ontario	50,000.00	.....	50,000.00
Manitoba	15,000.00	96.21	4,499.27
Saskatchewan	36,000.00	341.75	34,320.61
Alberta	40,000.00	2,658.72	24,982.35
British Columbia	45,000.00	2,131.57	38,867.59
Totals	378,000.00	9,177.04	325,098.58

TABLE 3.—YOUTH TRAINING—ENROLMENTS 1st APRIL, 1948, TO 31st MARCH, 1949

Enrolments	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Dominion
Totals—Men	93	635	214	2,159	313	288	591	118	350	4,761
Women	15	1,021	48	839	150	88	239	93	203	2,696
Enrolments by Projects—										
Agricultural and Rural	71	1,023	169	1,706	.....	354	665	27	99	4,114
Urban Occupational Courses	9	565	3	.....	.....	.....	.....	50	76	703
Student Aid—										
Students at Universities	28	68	90	924	463	14	143	111	359	2,200
Nurses-in-Training	.....	.....	.....	368	.....	8	22	23	19	440
Total Days Training	1,490	16,955	17,895	36,542	.....	5,233	12,027	14,142	10,334	114,618

TABLE 4.—TRAINING OF VETERANS—DOMINION ALLOTMENTS 1948–49, AND PAYMENTS TO 30TH APRIL, 1949

Province	Schedule "L"			Payments from Special Fund	
	Allotments	Payments for Previous Years	Payments for 1948–49	Buildings	Equipment
	$	$ cts.	$ cts.	$ cts.	$ cts.
Prince Edward Island	12,000	.....	1,011.13	.....	5.00
Nova Scotia	225,000	8,253.28	106,886.30	.....	14,815.20
New Brunswick	175,000	.....	104,857.77	.....	5,086.54
Quebec	360,000	25,181.56	91,891.87	1,401.92	8,512 34
Ontario	550,000	38,649.66	272,365.92	115.68	72,078.79
Manitoba	165,000	371.65	98,852.55	.....	1,947.70 Cr.
Saskatchewan	150,000	5,482.08	40,286.24	.....	150.00 Cr.
Alberta	160,000	9,146.11	45,610.17	15.00	82.19
British Columbia	185,000	7,816.54	111,865.93	.....	144.57
Dominion Totals	1,982,000	94,900.88	873,627.88	1,532.60	98,626.93

Cr.—Credit

TABLE 5.—TRAINING OF VETERANS—1ST APRIL, 1948, TO 31ST MARCH, 1949

—	Enrolments in C.V.T. Schools		Completions	Withdrawals	Under training on 31st March, 1949
	Vocational*	*Pre-matriculation	(Vocational and Pre-matriculation)		C.V.T. Vocational Schools
Dominion—					
Men	551	19	2,937	508	410
Women	32	1	189	40	14
Prince Edward Island—					
Men	.....	.....	3	1	.....
Women	.....	.....	.....	.....	.....
Nova Scotia—					
Men	42	.....	357	62	7
Women	2	.....	2	3	1
New Brunswick—					
Men	88	4	250	68	20
Women	6	.....	12	5	.....
Quebec—					
Men	107	.....	314	84	161
Women	2	.....	14	4	4
Ontario—					
Men	109	1	998	100	144
Women	1	.....	50	5	1
Manitoba—					
Men	48	2	275	50	24
Women	2	.....	20	6	.....
Saskatchewan—					
Men	15	5	132	11	3
Women	6	.....	18	2	4
Alberta—					
Men	57	7	196	43	51
Women	9	1	22	6	4
British Columbia—					
Men	85	.....	412	89	.....
Women	4	.....	51	9	.....

* Does not include those enrolled in previous fiscal year and still under training on 1st April, 1948.

TABLE 6.—TRAINING OF VETERANS—APPROXIMATE DOMINION EXPENDITURES FROM COMMENCEMENT TO 31ST MARCH, 1949

Province	Machinery and Equipment	Buildings	Materials, Supplies and Hand Tools	Instructors' Salaries	Tuition Fees	Super-vision	Other Operating Costs	Regional and Field Adminis-tration	Totals*
	$	$	$	$	$	$	$	$	$
Prince Edward Island	36,843	2,062	42,125	58,734	1,162	3,665	10,235	25,792	181,618
Nova Scotia	351,051	141,858	431,212	658,690	1,391	68,035	500,877	135,965	2,289,876
New Brunswick	295,168	33,157	362,613	630,855	13,475	20,507	323,420	151,238	1,830,638
Quebec	762,037	171,871	524,884	1,165,522	534,331	.....	608,428	450,196	4,223,470
Ontario	1,489,567	498,241	1,498,447	3,540,918	97,433	267,595	1,463,972	798,166	9,667,664
Manitoba	167,186	42,044	238,095	730,826	41,772	81,416	225,475	170,910	1,699,442
Saskatchewan	325,065	57,640	274,819	690,777	20,783	30,956	311,408	147,168	1,862,064
Alberta	354,120	87,262	369,379	922,786	10,334	64,138	324,212	210,368	2,344,600
British Columbia	169,145	44,607	178,682	742,697	33,412	41,835	211,791	208,752	1,634,203
Totals	3,950,182	1,078,742	3,920,256	9,141,805	754,093	578,147	3,979,818	2,298,555	25,733,575

Table includes payments from Special Fund, as well as those made under Schedule "L", including payments of $3,775,000 to War Assets Corporation.
* Totals in this column include certain miscellaneous expenditures not included in previous columns.
Supervision costs in Quebec were included in other items, e.g. Regional and Field Administration, Other Operating Costs.

TABLE 7.—APPRENTICE TRAINING—YEAR ENDED 31ST MARCH, 1949

Province	Dominion Allotment	Claims paid to 30th April, 1949		Apprentices Registered March 31, 1949	Number of Trades Designated	Class Training			
		For Previous Years	For 1948–49			Enrolment		Total Days' Training	Total Hours Training—P.T. Classes
						F.T.	P.T.		
	$	$ cts.	$ cts.						
Nova Scotia	25,000	93.11	17,415.85	314	19	57	145	2,565	39,469
New Brunswick	25,000	.....	11,751.68	380	24	36	288	785	18,962
Ontario	135,000	5,865.26	109,174.68	5,839	14	945	.....	33,263	.....
Manitoba	40,000	205.82	17,238.84	859	19	289	671	6,843	16,286
Saskatchewan	45,000	91.80	16,045.49	505	17	146	.....	4,445	.....
Alberta	110,000	21,435.85	39,370.23	1,519	15	961	87	17,557	2,604
British Columbia	30,000	1,237.81	15,332.43	1,560	25	.....	1,163	.....	60,111
Totals	410,000	28,929.65	226,329.20	10,976	.....	2,434	2,354	65,458	137,432

NOTE—In 7th column F.T.=Full-time, and P.T.=Part-time.

TABLE 8.—TRAINING OF UNEMPLOYED PERSONS—SCHEDULE "M"—YEAR ENDED 31ST MARCH, 1949

Province	Dominion Allotment	Claims paid to 30th April		Total Enrolled		Total Days' Training
		For Previous Years	For 1948–49	Men	Women	
	$	$ cts.	$ cts.			
Prince Edward Island	5,000	.....	.....	.....	.....	.....
Nova Scotia	45,000	93.21	54,568.68	269	44	19,021
New Brunswick	35,000	.....	25,971.27	118	104	15,996
Quebec	90,000	.....	.....	.....	.....	.....
Ontario	90,000	.....	.....	.....	.....	.....
Manitoba	45,000	.....	6,947.88	89	46	5,789
Saskatchewan	50,000	18,787.81	33,703.21	20	116	15,269
Alberta	50,000	3,442.84	22,333.90	39	209	17,763
British Columbia	40,000	.....	.....	.....	22	378
Totals	450,000	22,323.86	143,524.94	535	541	74,216

TABLE 9.—ASSISTANCE TO VOCATIONAL SCHOOLS—SPECIAL ALLOTMENT FOR CAPITAL EXPENDITURES

Province	Buildings			Equipment		
	Total Allotment	Claims Paid during 1948–49	Claims Paid during Previous Years	Total Allotment	Claims Paid during 1948–49	Claims Paid during Previous Years
	$	$ cts.	$ cts.	$	$ cts.	$ cts.
Prince Edward Island	61,500	17,599.94	43,900.06	20,500	957.93	.....
Nova Scotia	378,225	36,314.27	22,074.37	126,075	.....	.....
New Brunswick	324,750	.....	.....	108,250	.....	.....
Quebec	2,354,550	917,634.10	1,235,115.31	784,850	299,476.34	219,025.61
Ontario	2,273,625	239,894.58	.....	757,875	35,654.37	.....
Manitoba	492,000	111,391.11	508.22	164,000	.....	.....
Saskatchewan	643,650	285,013.79	27,945.22	214,550	14,772.51	2,023.29
Alberta	525,150	125,476.76	97,924.36	175,050	25,138.28	69,813.10
British Columbia	446,550	123,410.30	10,707.44	148,850	46,787.60	14,366.10
Totals	7,500,000	1,856,734.85	1,438,174.98	2,500,000	422,787.03	305,228.10

TABLE 10.—ASSISTANCE TO VOCATIONAL SCHOOLS—ANNUAL ALLOTMENT

Province	Annual Allotment and Grant*	Claims Paid during Previous Years	Claims Paid during 1948–49 to 30th April	
			For Previous Years	For 1948–49
	$	$ cts.	$ cts.	$ cts.
Prince Edward Island	25,700	61,400.00	9,852.49	22,239.84
Nova Scotia	106,400	65,533.29	31,508.63	10,000.00
New Brunswick	92,700	174,905.57	92,093.77	82,700.00
Quebec	609,400	1,748,450.68	79,749.52	501,150.85
Ontario	589,000	1,767,000.00	.....	589,000.00
Manitoba	135,300	45,588.38	.....	19,256.90
Saskatchewan	173,900	159,157.09	36,429.23	169,941.59
Alberta	143,800	324,641.28	51,886.85	143,741.61
British Columbia	123,800	239,878.31	94,750.51	40,089.21
Totals	2,000,000	4,586,554.60	396,271.00	1,578,120.00

* $10,000.00 in each province is an unmatched grant.

APPENDIX 1

CANADIAN VOCATIONAL TRAINING

List of Members of Vocational Training Advisory Council

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Dr. G. Fred McNally,
Chancellor of the University of Alberta,
11047—81st Avenue,
Edmonton, Alberta.

Members of Council—

T. D. Anderson, Esq.,
Acting General Secretary of the Canadian Legion of the British Empire Service League,
Dominion Command,
Ottawa, Ontario.

L. S. Beattie, Esq.,
Director of Vocational Education,
Department of Education,
Parliament Buildings,
Toronto, Ontario.

N. S. Dowd, Esq.,
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Dr. F. T. Fairey,
Deputy Minister,
Department of Education,
Victoria, British Columbia.

E. K. Ford, Esq.,
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Department of Education,
Halifax, Nova Scotia.

E. V. Gage, Esq.,
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Captain H. G. Gonthier,
President of the Provincial Command of the Legion,
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Department of Agriculture,
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Department of Youth and Social Welfare,
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Dr. L. W. Shaw,
Director of Education,
Department of Education,
Charlottetown, Prince Edward Island.

APPENDIX 2

CANADIAN VOCATIONAL TRAINING

List of Regional Directors

Prince Edward Island—
Dr. L. W. Shaw,
Department of Education,
Charlottetown, P.E.I.

Nova Scotia—
R. H. MacCuish, Esq.,
Industrial Building, Exhibition Grounds,
Halifax, N.S.

New Brunswick—
J. W. McNutt, Esq.,
Department of Education,
Fredericton, N.B.

Quebec—
Vacant

Ontario—
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Toronto 2, Ont.

Manitoba—
Vacant

Saskatchewan—
W. A. Ross, Esq.,
Department of Education,
Regina, Sask.

Alberta—
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Hudson's Bay Building,
217—7th Avenue West,
Calgary, Alta.

British Columbia—
Lt.-Col. J. W. Inglis,
736 Granville Street,
Vancouver, B.C.

TECHNICAL EDUCATION ACT

Note:—Although the Technical Education Act of 1919 is quite distinct from the Canadian Vocational Co-ordination Act of 1942, it has been considered advisable to refer to the conclusion during the fiscal year of the operations of this Act.

In 1919 the Dominion Parliament passed the Technical Education Act authorizing a contribution of ten million dollars to the provinces, to be expended over a period of ten years for the purpose of assisting any form of vocational, technical or industrial education or instruction deemed necessary or desirable in promoting industry and the mechanical trades in increasing the earning capacity, efficiency and productive power of those employed therein. The yearly grants to the provinces sanctioned under the provision of the Act were determined by first setting aside the sum of ten thousand dollars for each province and then dividing the remainder in proportion to population.

In order that provinces which had not taken full advantage of their apportionments during the ten year period might be enabled to use the full amount to their credit the Act was extended from time to time, the last extension being for a period to March 31, 1949 to enable the province of Manitoba to use the amount available under its apportionment.

During the fiscal year ending March 31, 1949, the Dominion paid to the province of Manitoba under the provisions of the Technical Education Act $29,001.90 which fully liquidated its commitment.

The purpose of the Act has been served and technical training is now carried out under the Vocational Training Co-ordination Act of 1942.

VI.—GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have been turning in increasing numbers to Government Annuities for pensions for their employees and members. Under early retirement annuity agreements employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writting form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become an important part of the total.

The Government Annuities Act is administered under the Minister of Labour by the Annuities Branch of the Department of Labour, Ottawa. Annuities are sold by application made directly to the Branch at Ottawa or to any one of the seventy-nine Annuities Representatives located in forty-one communities across Canada. Further particulars may be obtained from the sources mentioned above or from the nearest Postal Money Order Office. Plans were made during the year for making Government annuities available in Newfoundland when that country entered Confederation.

Premium Rates.—Because of the steady increase in longevity since the complete revision of premium rates in 1938, it became evident that the mortality basis of the premiums in effect was not adequate to meet the probable longevity when the deferred annuity contracts mature for payment. Consequently an increase in premiums for new annuity contracts was authorized and became effective April 19, 1948. The same mortality tables, a (*f*) and a (*m*), were used, with a reduction of two additional years in age, making a total reduction

of three years. At the same time, the interest basis was changed from 4 per cent to 3 per cent. It is expected that the new basis will eliminate mortality losses from annuities sold during the next few years.

It was thought desirable to have an outside opinion as to the adequacy of the new mortality basis. To this end, Mr. W. A. Jenkins, Vice-President and Actuary of Teachers Insurance and Annuity Association of America, a leading authority on annuity matters, was engaged to examine the Branch's mortality data and to comment on its significance. Briefly, his report states that the new mortality basis is satisfactory for the time being, but further increases in longevity must be expected. By inference, another mortality basis will be required in due course for new annuities. Mr. Jenkin's findings confirmed the opinion of the Branch.

Contract Forms.—A new form of contract for deferred annuities was drawn up for use with the new rates. The objects were: (1) to set forth more precisely the rights and privileges of both purchaser and annuitant, and (2) to encourage regular deposits and (3) to eliminate the option to purchase the limit just before the contract matures.

Financial Statement.—From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1949, the total number of individual contracts and certificates issued was 271,900. Table 1(A) shows the number of individual contracts and certificates issued and net receipts by five year periods, and Table 1(B) gives this information by fiscal years, from 1941 to 1949 inclusive, the number for the fiscal year under review being 36,332. Of these, 6,463 were contracts with individual annuitants and 29,869 were certificates issued under all the group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1948-49 under new group contracts. There was a total of 809 group contracts, under which, at the date under review, 113,645 registrations were in effect (as compared with 92,063 for the year previous). In addition 5,423 employees or members had been retired with vested annuities, 1,762 had died before retirement, and 22,440 had withdrawn following change of employment. Among the contracts issued during the year were 1,642 immediate annuity contracts with an average amount of annuity of $429.

The total net receipts since September 1, 1908, were $530,169,462.94, net receipts for the year under review being $64,311,115.91. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1949, is shown in Table 2 to be $501,737,659. This includes the sum of $11,408,468.42 transferred to maintain the reserve.

Of the 271,900 contracts and certificates issued since the inception of the Act, 29,608 were cancelled, leaving in effect 242,292 on March 31, 1949 (Table 3). Annuity payment was being made under 48,064 of these and was deferred under the remaining 194,228. The total amount of annuity payable under vested contracts was $20,847,452, an average of $434 per contract. The value of all outstanding annuities was $501,737,659 of which $237,101,422 was the value of vested annuities, $264,624,386 the value of deferred annuities, and $11,851 the reserve held for payment of benefits by instalments under a small number of group annuities.

The valuation of vested annuities at March 31, 1949, was made on the mortality basis of the new premium rates. This strengthening of the reserve accounts for most of the large transfer shown in the financial statement. Similar action was taken in 1938 when the premiums were last increased.

Analysis of Vested Annuities.—The valuation summary, Table 3, shows the reserve separately for annuities certain (those under which the remainder of the guarantee is being paid after the death of the annuitant) and for temporary annuities (those payable for a number of years certain provided the annuitant is alive), items which in previous reports were included with the guaranteed annuities and the ordinary annuities respectively. Tables 4(A) and (B) compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1949, under the first four classes in Table 3 (existing single lives without and with guarantee period). The number of contracts analysed was 41,426—an increase of 3,603 or 9·5 per cent over the number in Table 5(B) for the previous year. From Table 4(A) which shows the distribution of contracts by amount of annuity, it may be seen that 70·9 per cent of the annuities were for amounts under $600, 18·2 per cent for $600 but less than $1,200, and 10·9 per cent for $1,200 or over (those over $1,200 having been issued prior to August, 1931). In Table 4(B) the classification was by sex and age of annuitant and showed the largest age group to be 60-69 for each sex. Each year an increasing number of males aged 65 are pensioned under group annuity contracts and it is now found that the annual number of retirements under group pension plans has caught up to the number of individual deferred annuities maturing. The figures for the year are 1,674 retirements and 1,679 maturities. The arithmetic average of attained ages under all vested contracts was 67·7 years.

Under vested annuity contracts involving single lives 1,240 deaths occurred during the year, the average age at death being 74·8 years. Statistics in this section of the report are based on contracts rather than on individual lives.

Up to March 31, 1949, seven annuitants—three males and four females—had died after attaining the age of one hundred years. No centenarian annuitants were living on March 31, 1949.

TABLES 1(A) AND 1(B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS, TO MARCH 31, 1949 (TABLE 1(A), AND BY FISCAL YEARS 1942–49 INCLUSIVE (TABLE 1(B)),

TABLE 1(A)			TABLE 2(B)		
Five-Year Period from April 1 to March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
[1]		$			$
1908–1913	3,106	1,737,059.70	1942x	8,593	19,630,644.58
1913–1918	1,379	1,912,412.51	1943x	9,608	20,415,365.41
1918–1923	1,162	3,039,186.26	1944x	19,354	26,600,097.75
1923–1928	3,289	10,742,535.37	1945x	15,796	33,076,435.98
1928–1933	7,458	18,782,856.83	1946x	25,538	46,954,535.93
1933–1938	26,229	78,895,127.50	1947x	43,585	72,009,764.42
1938–1943	47,727	97,040,507.50	1948x	40,945	75,067,827.28
1943–1948	145,218	253,708,661.36	1949	36,332	64,311,115.91
TOTALS, OMITTING YEARS MARKED X INCLUDED IN TABLE 1(A)				271,900	530,169,462.94

[1] From September 1, 1908.

TABLE 1 (C).—STATEMENT SHOWING THE NUMBER OF INDIVIDUAL CONTRACTS ISSUED AND NUMBER OF CERTIFICATES ISSUED TO INDIVIDUALS COMING UNDER GROUP CONTRACTS DURING EACH OF THE FISCAL YEARS 1944–45 TO 1948–49

Fiscal Year	Individual Contracts Issued	Group Certificates Issued	Total
1944–45	6,483	9,313	15,796
1945–46	8,183	17,355	25,538
1946–47	13,174	30,411	43,585
1947–48	14,237	26,708	40,945
1948–49	6,463	29,869	36,332

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR ENDING MARCH 31, 1949

	Rate of Interest 4%	3%
Fund		
Fund, April 1, 1948	$429,518,235.00	
Receipts, 1948-49, less disbursements	48,436,966.25	12,373,989.33
Transfer to Maintain Reserve	11,428,714.75	
Surplus		20,246.33
Fund, March 31, 1949	489,383,916.00	12,353,743.00
Liabilities		
Valuation of Annuities Oustanding (see Table 3)	489,383,916.00	12,353,743.00
Receipts		
Immediate Annuities	1,730,238.22	7,632,871.67
Deferred Annuities	50,159,466.86	5,033,858.86
Interest to March 31, 1949	17,668,822.51	135,772.64
Total	69,558,527.59	12,802,503.17
Disbursements		
Vested Annuities	19,757,203.10	210,741.39
Commuted Values	152,241.41	
Premiums Returned with Interest (Including Instalment Death Benefits)	1,184,287.40	282.18
Premiums Returned without Interest	27,829.43	217,490.27
Total	21,121,561.34	428,513.84
Receipts less Disbursements	48,436,966.25	12,373,989.33
Total	69,558,527.59	12,802,503.17

Summary:

Fund April 1, 1948	$429,518,235.00
Receipts less Disbursements	60,810,955.58
Net Transfer	11,408,468.42
Fund, March 31, 1949	501,737,659.00

TABLE 3.—VALUATION, MARCH 31, 1949, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Rate of Interest	Number	4% Amount of Annuity	Present Value of Annuities in Force	Number	3% Amount of Annuity	Present Value of Annuities in Force	Number	Total Valuation	
								Amount of Annuity	Present Value of Annuities in Force
		$	$		$	$		$	$
Vested—									
Males	6,476	2,739,450	23,879,270	209	74,585	714,491	6,685	2,814,035	24,593,761
Females	12,518	4,464,489	46,137,942	334	116,316	1,410,732	12,852	4,580,805	47,548,674
Males Guaranteed	10,116	5,121,920	58,313,896	232	109,310	1,479,057	10,348	5,231,230	59,792,953
Females Guaranteed	11,088	5,026,221	68,197,904	453	197,964	3,067,851	11,541	5,224,185	71,265,755
Last Survivor	3,214	1,417,805	19,142,588	104	42,532	652,454	3,318	1,460,337	19,795,042
Last Survivor Guaranteed	1,306	648,272	9,604,341	.....	.....	.....	1,306	648,272	9,604,341
Annuities Certain (after death)	1,997	883,610	4,476,718	4	2,044	16,946	2,001	885,654	4,493,664
Temporary Annuities	13	2,934	7,232	.....	.....	.....	13	2,934	7,232
Total Vested	46,728	20,304,701	229,759,891	1,336	542,751	7,341,531	48,064	20,847,452	237,101,422
Deferred Contracts and Certificates	181,490	.....	259,612,174	12,738	.....	5,012,212	194,228	.....	264,624,386
Death Benefits by Instalments	.....	.....	11,851	.....	.....	.....	.....	.....	11,851
Totals	228,218	.....	489,383,916	14,074	.....	12,353,743	242,292	.....	501,737,659

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1949

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	19,080	46·1	46·1
$300 and less than $600	10,260	24·8	70·9
$600 and less than $900	5,879	14·2	85·1
$900 and less than $1,200	1,650	4·0	89·1
Exactly $1,200	4,409	10·6	99·7
Over $1,200	148	·3	100·0
Totals	41,426	100·0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	256	1·5	589	2·4	845	2·0	2·0
40–49	425	2·5	909	3·7	1,334	3·2	5·2
50–59	1,612	9·5	3,673	15·1	5,285	12·8	18·0
60–69	7,358	43·2	9,130	37·4	16,488	39·8	57·8
70–79	6,057	35·6	7,506	30·8	13,563	32·7	90·5
80–89	1,248	7·3	2,418	9·9	3,666	8·9	99·4
90 and over	77	0·4	168	0·7	245	0·6	100·0
Totals	17,033	100·0	24,393	100·0	41,426	100·0	.....

Mortality.—The mortality experience of single-life annuities, excluding retirements under group pension plans, is shown below by decennial age groups for the five-year period from April 1, 1943, to March 31, 1948. Expected deaths are those anticipated by the mortality basis of the 1938 rates, at which most of the business has been issued. These figures demonstrate the need for the new premium rates adopted in 1948. It is interesting that our mortality experience is just about the same as that of United States insurance companies for their annuities.

TABLE 5.—CANADIAN GOVERNMENT ANNUITIES
MORTALITY RATIOS BY A(M) AND A(F) TABLES RATED DOWN 1 YEAR
ALL YEARS OF ISSUE EXPOSED FROM APRIL 1, 1943 TO MARCH 31, 1948
DOLLAR AMOUNT OF ANNUAL INCOME

Attained Age Group	Exposed	Deaths	Expected Deaths	Ratios
MALES—				
50–59	3,711,391	37,282	51,652	72·2
60–69	8,388,236	211,579	236,121	89·6
70–79	5,573,585	294,514	329,411	89·4
80–89	1,487,205	204,507	190,073	107·6
90 and over	104,903	24,661	25,943	95·1
Total	19,265,320	772,543	833,200	92·7
FEMALES—				
50–59	6,502,770	61,190	64,605	94·7
60–69	12,276,450	166,601	206,927	80·5
70–79	8,579,331	339,462	328,991	103·2
80–89	2,671,963	281,432	263,129	107·0
90 and over	183,025	45,669	39,873	114·5
Total	30,213,539	894,354	903,525	99·0

From the same basic data were derived the annual probabilities of mortality (qx) set forth below. These show the present level of mortality of Government annuitants. The 1948 premium rates provide for a lower level anticipated in the future.

TABLE 6.—CANADIAN GOVERNMENT ANNUITIES—INDIVIDUAL CONTRACTS
Experience from April 1, 1944 to March 31, 1948

Age	qx Males	qx Females	Age	qx Males	qx Females
50	·00864	·00761	70	·03550	·02462
51	·00883	·00775	71	·03832	·02828
52	·00905	·00791	72	·04135	·03130
53	·00930	·00810	73	·04461	·03377
54	·00970	·00832	74	·04815	·03741
55	·01040	·00855	75	·05217	·04170
56	·01150	·00876	76	·06143	·04614
57	·01270	·00896	77	·07209	·05118
58	·01400	·00915	78	·08290	·05751
59	·01529	·00933	79	·09197	·06483
60	·01651	·00954	80	·09842	·07372
61	·01781	·00994	81	·10760	·08374
62	·01925	·01057	82	·11980	·09276
63	·02078	·01164	83	·13400	·10409
64	·02245	·01278	84	·15022	·11583
65	·02422	·01426	85	·17108	·12706
66	·02615	·01504	86	·18409	·13890
67	·02824	·01570	87	·19795	·14779
68	·03047	·01757	88	·21272	·16183
69	·03290	·02076	89	·22842	·18369
			90	·23675	·21027

VII.—AGRICULTURE, FORESTRY AND PLACEMENT OF IMMIGRANT WORKERS

Agriculture

The overall demand for farm labour during the year under review continued at a very high level and the Department had to take special steps to meet the requirements of agriculture. After consultation with the Provinces, arrangements were made to augment the agricultural farm labour force by immigration of farm workers, and seasonal movements of workers from one part of Canada to another. As a result of these measures, agricultural labour requirements were reasonably well met and there were no crop losses due to the shortage of labour.

During the year, a number of farm workers from the United Kingdom and Holland came to Canada and the movement of approximately 4,450 displaced persons was timed to meet special farm labour requirements. Of these 2,800 were male workers, 189 were married couples, 425 were members of families to work on sugar beet farms and 900 were rural household workers. These workers were allocated to the various Provinces on the basis of farmers' applications which had been approved by the Dominion-Provincial Farm Labour Committees. Applicants were required to guarantee employment for one year and minimum wages of $45.00 per month for male workers and $35.00 per month for female workers, in addition to board, lodging and laundry. A follow-up service was maintained by the Provincial Departments of Agriculture and the National Employment Service.

In November, the Polish Veterans who came to Canada in 1946 completed their undertakings with respect to two years' farm employment and reports indicate that approximately 50 per cent of these Veterans are remaining in agriculture. The Polish Veterans who came to Canada in 1947 will complete their undertakings in June, 1949, and it is believed that a large percentage of these will remain in agriculture either as farm workers, or as farm operators.

Dominion-Provincial Farm Labour Agreements.—Farm Labour Agreements for 1948-49 were entered into with each of the Provinces for the purpose of assisting the Provinces to provide for the effective organization and use of manpower including recruiting, transporting to and placing workers on farms and in related industries, in order that available manpower be utilized as fully as possible and food production be maintained on a high level.

Dominion-Provincial Farm Labour Conference.—The Sixth Annual Dominion-Provincial Farm Labour Conference was held in Ottawa December 9-10, 1948. Delegates included representatives from Provincial Departments of Agriculture, officials of the United States Department of Labour, Regional and Head Office officials of the Unemployment Insurance Commission and other interested persons. The chief items of discussion were:

1. Review of activities of the past year;
2. Problems relating to Polish Veterans and displaced persons;
3. Intra-Provincial, inter-Provincial and international movements of farm labour;
4. Dominion-Provincial Farm Labour Agreements 1949-50;
5. Stabilization of farm labour;
6. Farm Labour requirements and sources of supply.

Organized Movements of Farm Labour.—As in previous years, it was necessary to arrange for the movement of groups of farm workers from areas where labour was plentiful to areas where help was needed. International movements of labour and harvesting equipment were also organized during the year in

co-operation with United States officials. The following table sets forth the above movements which were carried out during 1948:

Type of Movement	From	To	Number of Workers
Fruit picking	Saskatchewan and Alberta	British Columbia	500
Hay and grain harvest	Ontario and Quebec	Prairie Provinces	2,100
Hay and grain harvest	Prairie Provinces	Ontario	920
Hay and grain harvest	Nova Scotia	Ontario	200
Potato harvest	Nova Scotia	Prince Edward Island	1,000
Apple harvest	Nova Scotia	Fruit growing areas in Province	800
Potato harvest	New Brunswick	Potato growing areas in Province	1,000
Potato harvest	New Brunswick and Quebec	Maine, U.S.A.	5,900
Potato harvest	Manitoba	North Dakota, U.S.A.	800
Harvest combines	Prairie Provinces	Western United States	450
Tobacco curers	United States	Ontario	1,350
Sugar beet workers	Saskatchewan	Montana, U.S.A.	200
Pea viners	New Brunswick	Maine, U.S.A.	200

Forestry

The excess of the demand for woods labour over the available supply which characterized the war and postwar years began to level out in the 1947-48 cutting season and by March, 1948, supply in many cases exceeded demand.

This change was brought about by (*a*) the increase in the number of local applicants for woods work, (*b*) the filling of some of the more chronic shortages of labour in the northwestern Ontario woods industries by immigrant workers brought out under the Group Immigration Plan and (*c*) a reduction in the number of men required due to a decision to reduce stock-piles of pulpwood and the uncertainty of the European export market for lumber.

It is of interest to note that in March, 1948, employment in pulpwood operations fell below that for comparative dates in any year since the end of the war.

About April some surplus of woods labour developed in some woods operations in the immediate vicinity of Port Arthur and it was possible to transfer approximately 1,000 immigrant woods workers to fill demands of woods operators in the Fort Francis area and to some other industries where labour requirements could not be met locally.

During the summer of 1948 pulpwood cutting was carried out on a reduced scale, as compared with previous years the number of men employed by member companies of the Canadian Pulp and Paper Association being some 15 to 20 per cent less than for the previous year, and the supply of labour easily met the demand.

Close contact was kept with requirements and supply through the industry association, the National Employment Service and Regional Advisory Boards as the fall cutting season approached. All reports indicated that the woods labour situation was in a healthy position of balance between supply and demand. Local shortages in Northern and North-western Ontario were met through the allocation of Displaced Persons.

During the Spring of 1949 a number of men originally assigned to woods work under the Group Immigration Plan were transferred to other industries where labour was in greater demand.

PLACEMENT OF IMMIGRANT WORKERS

Immigration-Labour Committee

The Immigration-Labour Committee was established on March 27, 1947, to advise on group immigration of Displaced Persons and other selected group immigration projects.

The Committee consisted of representatives of the Department of Mines and Resources (Immigration Branch), Labour, External Affairs, Health and Welfare. During the year under review, representatives of the Department of The Secretary of State (Citizenship Branch), the Unemployment Insurance Commission (National Employment Service) and the International Refuge Organization were added as members.

From April 1, 1948 to March 31, 1949, the Committee held 30 meetings making a total of 64 meetings since its inception.

Following Committee recommendation, 20,000 additional Displaced Persons have been authorized for entry into Canada making the total to date 40,000. Tentative quotas are continuously being established by the Committee covering occupational groups to be admitted. These quotas are determined by labour requirements in particular industries and occupations.

Pursuant to Committee recommendation, quotas for special classes of Displaced Persons were established and approved as follows:

Czecho-Slovak refugees located in D.P. camps in Germany	1,000
Estonian refugees located in Sweden	5,000
Catholic refugees in Europe	500
Lutheran refugees in Europe	500
Mennonite refugees in Europe	1,000
Baptist refugees in Europe	150

TABLE 1.—QUOTAS AUTHORIZED BY IMMIGRATION—LABOUR COMMITTEE DURING THE FISCAL YEAR ENDING MARCH 31, 1949

Displaced Persons	Tentative Quotas
Millinery workers	200
Jewellery workers	15
Watchmakers	15
Ceramic workers	6
Domestic workers—	
Urban[1]	5,700
Rural	1,000
150 married couples	300
Heavy labourers	376
Heavy labourers (pool)	648
Highway Paving Co. Ltd	10
Hydro construction workers	500
Ornamental iron workers	15
Furniture workers	84
Agricultural workers—	
Male	2,000
40 married couples	80
Male workers (sugar beet)	250
375 families (sugar beet) [2]	1,500
100 farm families [2]	400
Special groups (farmers)	1,650
Metal miners	1,478
Textile workers	223
Boot and shoe workers	3
Community workers	40 F.
Czecho-Slovaks (Special)	1,000
Estonian D.P.'s in Sweden	5,000
Professional and technical workers	13
Family groups	50 F.
Other Groups—	
Italians—	
Terrazzo workers	50
Stonemasons, bricklayers and plasterers	200

[1] Includes 200 widows with children.

[2] Approximate number.

TABLE 2.—QUOTAS AUTHORIZED BY THE IMMIGRATION-LABOUR COMMITTEE FROM APRIL 22, 1947, TO MARCH 31, 1949, APPLICATIONS APPROVED AND THE NUMBER OF WORKERS WHO ARRIVED DURING THE SAME PERIOD

Displaced Persons	Tentative quotas as of March 31, 1949	Workers covered by approved applications	Numbers of workers who have arrived	Balance of workers to come
Wood workers	3,473	.....	3,473	.....
Clothing workers	2,507	2,507	2,205	302
Fur workers	500	496	412	88
Millinery workers	200	.....	.....	200
Jewellery workers	15	15	.....	15
Watchmakers	15	.....	.....	15
Ceramic workers	6	6	5	1
Domestic workers—				
Urban	9,700	.....	6,923	2,777
Rural	1,500	.....	965	535
300 married couples	600	.....	500	100
Heavy labourers	3,065	3,065	2,497	568
Highway Paving Co. Ltd.	10	10	.....	10
Heavy labourers (Pool)	648	648	648	.....
Building construction workers	1,000	210	178	822
Ornamental iron workers	15	11	.....	15
Hydro construction workers	2,500	2,500	2,048	452
Furniture workers	94	66	62	32
Agricultural workers—				
Male	4,000	.....	2,829	1,171
200 maried couples	400	.....	356	44
Male workers (sugar beet)	250	.....	.....	250
375 families (sugar beet)	1,500(app)	.....	772	728
100 farm families	400	.....	24	376
Special groups (farmers) [1]	1,650	.....	.....	1,650
Metal miners	3,700	3,700	2,967	733
Textile workers (primary)	373	371	315	58
Boot and shoe workers	103	103	98	5
Community workers	40F	40	19F(56)	21F
Nurses (hospital aides)	275	.....	44	231
Nurses (with 1 child)	25	.....	1	24
Czecho-Slovaks (special)	1,000	90	75	925
Estonian D.P.'s in Sweden	5,000	384	675	4,325
Professional and technical workers	13	.....	.....	13
Family groups	50F	48F	20F(76)	30F
	44,627	.....	28,111	16,516
Italians—				
Terrazzo workers	120	.....	70	50
Stonemasons, Bricklayers and Plasterers	200	.....	.....	200
Maltese—				
Construction workers	500	.....	458	42
	.....	.....	28,639	16,808

[1] Sponsored by Catholic Immigrant Aid Society, Canadian Lutheran World Relief, Canadian Mennonite Board of Colonization, and German Baptist Immigration and Colonization Society.

Selection of Workers Abroad.—The Department of Labour has maintained a staff in Germany with headquarters at the Immigration Mission at Karlsruhe. These officers select displaced persons on the basis of their occupational suitability. In the selection of displaced persons, Labour Department representatives precede the medical officers, security officers, and Immigration officers to the various camps. After selection of workers on an occupational basis, the other members of the Immigration Teams visit the camps and carry out the necessary medical and security examinations which are followed by the issuance of visas to those who qualify.

During the year an arrangement was made with the Government of Malta for the admission of 500 Maltese Nationals for placement chiefly in the construction industry in Canada. A representative of the Department of Labour

visited Malta and conducted the necessary interviews and trade tests to determine the skills of those applying for emigration.

To meet the demands of employers for workers from the United Kingdom and to assist residents of the United Kingdom wishing to come to Canada the Department of Labour established an office in London. This office acts as a liaison between the National Employment Service of Canada and the British Ministry of Labour and National Services. Canadian employers requiring workers from the United Kingdom to fill vacancies which cannot be filled in Canada may place an order covering their requirements with any National Employment Service office in Canada. Such orders are cleared through the Head Office of the National Employment Service to the Department of Labour office in London which in turn takes the matter up with the British Ministry of Labour and National Services. The latter assists in obtaining suitable workers through its network of Local Employment Exchange offices. The London office of the Department of Labour is also available to advise those wishing to come to Canada concerning possibilities of employment in the various occupations, industries, and localities.

Transportation and Reception of Immigrant Workers.—The ocean transportation of displaced persons is provided and paid for by the International Refugee Organization. Transportation from the port of entry is provided by the Department of Labour in the case of domestic workers and farm workers. In other cases the inland transportation for displaced persons is advanced by the employer who assumes the cost of such if the displaced person remains in the employment for a one-year period. Immigrant workers other than displaced persons are required to pay their own transportation costs.

Representatives of the Department of Labour are on hand to meet incoming boats to see that immigrants are dispatched to their destinations. The Department maintains two hostels for the reception of displaced persons. One of these is at St. Paul l'Ermite, just outside Montreal, and can accommodate 600 persons. The other is at Ajax, near Toronto, and has accommodation for 800 persons. These hostels are well equipped to house and feed the numbers indicated. They are used chiefly to accommodate female domestic workers and farm workers who are assigned to individual employers from the hostels. Displaced persons going to industrial employment are usually sent direct from seaboard. The average stay of displaced persons in the hostels is about 48 hours although in some cases it is necessary to keep them for a longer period.

Placements.—In practically all cases of immigrants brought to Canada by the Department of Labour as workers employment has been pre-arranged. In the case of displaced persons the employer is required to sign an application agreeing to employ the worker for a period of at least twelve months at prevailing rates of wages and to arrange for suitable housing. Applications are investigated and the employer is notified as quickly as possible whether or not the application has been approved. Workers are then assigned as quickly as can be arranged.

A follow-up is maintained in respect to the placement of immigrant workers. Representatives of the Department of Labour visit employers periodically wherever possible. In the case of female domestic workers a very close follow-up is maintained. The Department has had the assistance of many church and service organizations. To deal with problems of female domestic workers Community Committees have been established. There are approximately 85 of these committees across Canada which deal with the welfare of domestic workers. The majority of these Committees are in Ontario and Quebec. However, there is a committee in practically every area where D.P. domestics have been placed. Organizations assisting include the following service clubs: the Y.W.C.A., C.W.L,. I.O.D.E., Salvation Army. Canadian Red Cross, Women's Institute, Canadian Girl Guides (French and English chapters), Rotary Anns, Zonta Club, Business

and Professional Clubs, Sisters of Service, Women's Canadian Club, University Women's Club, St. John's Ambulance Association, various church organizations such as the Lutheran League, the Protestant Society of Niagara Falls, Parent-Teachers Association, The Greek Catholic Women's League, various national groups and the National Employment Service.

To meet the problem that arose in connection with medical and hospital expenses of indigent immigrants who became ill in the early months of their residence in Canada the Department obtained authority (*a*) to provide assistance in the first six months of residence of a new immigrant, and, (*b*) to enter into agreements with the provinces of Canada on a shareable basis covering the first year of residence.

Six of the provinces have entered into agreements with the Department and negotiations are still being carried on with the others.

The provision for medical and hospital attention covers immigrants brought to Canada under the group movement plan.

General.—At the time of their selection in Europe displaced persons coming to employment in Canada sign a written undertaking to the Minister of Labour agreeing to remain in the employment to which they are assigned by the Minister for a period of one year. Displaced persons who have fulfilled this undertaking are issued a card bearing a facsimile of the signatures of the Minister and the Deputy Minister of Labour certifying to the fact that they have discharged their undertaking. These are highly prized by the displaced persons and are useful to those wishing to seek employment in other fields.

During the early stages of the movement of displaced persons many heads of families came forward by themselves with the intention of sending for their families when they were established and had obtained suitable employment. An arrangement was made to facilitate the approval of applications made by displaced persons for their wives and children. A form was provided for the use of employers who wished to assist workers in bringing their dependents to Canada. The employer certified that he was prepared to provide employment to the worker for a period of one year from the date of the application and that he was satisfied that the worker had obtained suitable housing accommodation. This endorsation of the employer was accepted as evidence that the settlement arrangements were satisfactory and obviated the necessity of individual investigations thus expediting the movement of the dependents of workers.

VIII.—TECHNICAL PERSONNEL DIVISION

One of the principal tasks of the Technical Personnel Division is to maintain a detailed inventory of scientists and engineers in Canada. It is essential to know first who the technical persons are, secondly where they are located, and finally, particulars of the special skills of each one.

With regard to the first of these requirements the record is to all intents and purposes complete. The most important addition to the supply is to be found in the annual graduating classes in science and engineering from Canadian universities. With the co-operation of university officials and the students themselves, 3,885 new completed questionnaires were added to the Division's files covering the graduating class of 1948. This, together with a certain number of questionnaires secured from new arrivals in the country, brought the total of individual detailed records included in the "national roster" to approximately 43,000. Table 1 classifies those registered with the Division.

TABLE 1.—APPROXIMATE DISTRIBUTION OF SCIENTISTS AND ENGINEERS REGISTERED WITH THE TECHNICAL PERSONNEL DIVISION

Classification	*Number*	*Classification*	*Number*
Architecture	1,400	Chemical Engineers	2,200
Civil Engineers	6,200	Veterinary Science	1,300
Electrical Engineers	4,700	Agriculture	3,500
Forestry	1,000	Mathematics and Physics	2,700
Mechanical Engineers	5,000	Biology	1,000
Mining Engineers	2,500	Household Science	2,400
Metallurgy	800	Miscellaneous	2,400
Geology	900		
Chemistry	5,000	Total	43,000

NOTE:
1. "Miscellaneous" is made up largely of those who have taken "general science" courses.
2. The graduating class of 1949 will add approximately 6,000 to the total.
3. It is estimated that present registration embraces over 95 per cent of the scientists and engineers in Canada.

Changes in location and employment are constantly being checked. For this purpose the Division has continued to depend upon professional organizations, university alumni records, employers, individuals, the press and the regional offices of the Executive & Professional Division of the National Employment Service. During the year slightly over one-quarter of all the records on file have been scrutinized and the whereabouts and employment record either confirmed or brought up to date.

Another function of the Division is to act in an advisory capacity on matters of employment of technical personnel. The outstanding problem in this field at the present time is connected with the abnormally large classes attending universities under the provisions of the Rehabilitation Act. The backlog of unfilled demand was more than enough to look after any increased output of graduates in 1947 and 1948 but the numbers expected to graduate each year in 1949 and 1950 are roughly double the numbers of 1948, which in turn was some 50 per cent larger than normal. Indications are that only a small percentage of the class of 1949 will have difficulty in securing employment promptly and it is practically certain that this small percentage can be dealt with in the weeks following graduation day.

Following the absorption of this "bumper crop" of new graduates, it is not unlikely that some employers in commerce, industry and government will experience difficulty in arranging for large numbers of openings for the class of 1950. Some thought has already been given to methods of stimulating interest in the employment problems of students concerned. They will certainly benefit from the educational work that has been done to date as part of the student employment programme carried out annually by the Department of Labour

and the National Employment Service. In this connection the Division has been responsible for such matters as the compilation of a master list of employers, the preparation of material for publicity purposes, and the editing and preparation of actual employment lists for use by the National Employment Service in conjunction with the universities. Some idea of the dimensions of this problem may be obtained by taking engineering as an example. Long-term trends would suggest about 1,100 as being a normal graduating class for 1949 and 1950. The actual numbers graduating in engineering in Canada will be approximately 3,300 and 3,500 respectively, the latter figure including some 2,400 veteran students. It is therefore obvious that every effort will be required on the part of professional groups, individual employers, appropriate university officials and the students themselves, as well as government agencies which are concerned with the student employment programme.

In order to secure as early as possible more definite information bearing on the prospects for 1950, arrangements have been made to check with employers the estimates made in 1946 of prospective needs over a five-year period. The work in the field is to be covered through the co-operation of the offices of the Executive & Professional Division of the National Employment Service, as soon as the employment load connected with the class of 1949 begins to taper off. Employers will be asked, wherever they find it possible, to extend their forecasts to 1953 or 1954.

In this way it will be possible to make at least a rough assessment of the employment market for university graduates as it will apply when student enrolment has returned to normal. In the meantime each year that the student employment programme is carried out brings to the Department of Labour and to the National Employment Service an increasing volume of knowledge of the fields of opportunities for students. In 1949 detailed information has been obtained for twice as many individual openings as were listed in 1947. This in turn suggests, for students of future years, that there will be much more adequate service than has ever existed in the past.

In contrast to the marked easing of the supply situation so far as new graduates are concerned, there is still some shortage of scientists and engineers with varying degrees of experience. It is not likely that this condition can be fully corrected until the large graduating classes of the present have been in the field for a few years.

The Division has continued to supply information on a variety of subjects to government departments, private companies and professional bodies. Subjects which are known to be of general interest have been dealt with in quarterly bulletins. Topics which are the most frequent subjects of inquiry include salaries, supply and demand, emigration and immigration, professional qualifications and the distribution by courses of prospective graduating classes. Special phases of these subjects are dealt with when requested and on numerous occasions employers in particular have found such data of considerable value in dealing with recruiting and other personnel operations.

The Division has continued to act as a meeting place, and as a source of information, for the Canadian Committee on Student Guidance in Science and Engineering. This Committee is supported by the three major national institutes (Engineering, Mining and Chemical) and is concerned with the organizing and briefing of a body of counsellors who advise high school students regarding scientific professional training. A major project of the Committee during the year under review has been the gathering of authentic material for a suitable guidance booklet covering scientific and engineering careers in Canada. While the Department of Labour, through its Research and Statistics branch, has undertaken the task of editing and publishing this booklet, the contents, to a great degree, will be the contribution of a dozen different scientific bodies. There is thus furnished an additional example of the possibilities for co-operative effort between the government and all the scientific and engineering professions.

IX.—RESEARCH AND STATISTICS

The functions of the Research and Statistics Branch include the collection, analysis and preparation for publication of statistical and other information on wage rates, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupational research and occupational information, conditions prevailing in the labour market on an industrial and a geographical basis, and employment forecasts. Many special projects were also conducted by the Branch during the year.

Wage Rates and Hours of Labour.—Information concerning wage rates and hours of labour is obtained annually from employers and from labour organizations, and occasionally in connection with strikes and lockouts, arbitration, conciliation and mediation in industrial disputes, preparation of fair wages schedules, etc. Reports from representative employers were requested showing the rates of wages for the principal classes of labour in their employ, hours of work per day and per week, particulars of any shift operations, and rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment, such as production or incentive bonuses, annual vacation and sick leave with pay was also requested.

The Department publishes an annual report on Wages and Hours of Labour as a supplement to *The Labour Gazette.* This contains a table of index numbers of wage rates, as well as tables of wage rates and hours of labour for the main occupations in most industries.

No report in this series, which began in 1921, was issued covering the year 1942, but a table of index numbers covering the period 1901 to 1942 was published in *The Labour Gazette* for December, 1943.

The latest Report, No. 30, issued as a supplement to *The Labour Gazette* for October, 1948, contains index numbers of wage rates for the period 1901 to 1947 as well as tables showing rates of wages by occupations within industries and of straight time or standard hours of work. Wage rate data are shown for selected occupations in various industries for 1947, for Canada, and by province or region.

Index numbers, on the base of rates in 1939 as 100 by main industrial groups, as well as by individual industries, are shown in Table No. 1. For the period 1901 to 1947 the index numbers for the main groups only are shown in Table No. 2.

The general level of wages in Canada during 1947 was higher than in any previous year in the record, and the increase in 1947 was greater than in any other year since 1939. The index covering six main industrial groups was 73·7 per cent higher than in 1939, and 62·3 per cent higher than in 1920 which was the peak year of the inflationary movement following World War I.

During the period 1939 to 1947, considerable increase in wage rates in all industries was recorded year by year, continuing the advance from the low levels of the depression reached in 1933. From 1939 to 1940, the general index number of wage rates advanced 3·9 per cent; from 1940 to 1941, 8·8 per cent; from 1941 to 1942, 8·3 per cent; from 1942 to 1943, 8·4 per cent; from 1943 to 1944, 3·5 per cent, from 1944 to 1945, 2·8 per cent, from 1945 to 1946,

9·4 per cent, and from 1946 to 1947, 11·2 per cent. The percentage increase was greater, therefore, in 1947 than in any of the preceding years since 1939.

A monthly article on wages, hours and working conditions in certain industries appears in *The Labour Gazette* beginning with the June, 1947, issue.

The preliminary index for 1948 shows an increase of 13·0 per cent over 1947 and a rise of 96 per cent from the 1939 level. This index and the indices for the main groups of industries are given in the tables.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1939-48

(Rates in 1939=100)

Industry	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948
Logging	100	104·9	114·0	125·9	143·1	146·1	153·3	167·4	195·1	218·8
Logging, Eastern Canada	100	105·9	114·8	124·9	142·0	143·2	151·4	162·8	188·3	212·0
Logging, Western Canada	100	101·1	110·8	129·7	147·5	156·8	160·5	184·9	220·8	244·2
Mining	100	102·5	111·2	116·6	123·7	134·8	136·5	140·6	161·7	181·9
Coal mining	100	102·1	109·4	113·1	124·8	146·0	146·2	146·7	166·7	192·9
Metal mining	100	102·8	112·2	118·7	123·1	125·2	128·2	135·7	157·7	173·1
Metal mining, Quebec and Ontario	100	103·0	112·2	118·0	121·7	123·7	124·6	128·9	151·8	166·9
Metal mining, Manitoba	100	101·0	107·8	114·4	121·7	127·4	127·4	140·6	163·4	173·9
Metal mining, British Columbia	100	102·7	113·7	123·0	128·7	132·1	141·9	159·0	177·6	195·7
Manufacturing	100	104·3	115·2	125·5	136·8	141·4	146·5	161·5	183·3	205·4
Primary textile products	100	107·5	119·0	127·8	140·4	146·0	151·5	165·6	190·1	224·2
Cotton yarn and cloth	100	109·6	123·8	128·1	136·6	139·1	148·7	161·6	189·0	230·6
Woollen yarn and cloth	100	107·6	120·1	136·6	152·8	160·3	163·5	183·1	209·8	241·3
Knitting — hosiery, underwear and outerwear	100	105·8	112·5	123·6	138·5	146·2	150·3	162·5	184·3	213·8
Rayon yarn and fabric	100	106·8	122·9	129·0	141·3	147·0	148·9	164·7	186·8	218·2
Clothing	100	105·3	118·0	129·0	139·3	144·3	156·3	176·2	189·5	205·9
Men's and boys' suits and overcoats	100	107·2	117·9	129·8	146·6	151·9	164·1	182·1	203·0	214·8
Work clothing	100	106·0	118·2	133·3	140·8	141·0	148·0	160·3	173·0	197·1
Women's and Misses' suits and coats	100	101·7	126·9	131·8	134·5	137·5	152·7	176·2	186·2	206·3
Dresses	100	106·1	118·8	127·5	133·2	138·9	152·5	179·2	178·5	196·9
Men's shirts	100	102·4	107·0	122·6	135·9	146·5	157·0	171·7	196·6	209·4
Rubber products	100	102·1	117·1	127·1	134·4	139·8	143·4	167·7	190·1	213·7
Pulp and its products	100	104·6	109·5	115·1	120·3	125·7	127·3	148·6	173·8	193·6
Pulp	100	108·1	114·4	124·0	128·6	135·3	136·3	162·8	193·5	214·8
Newsprint	100	103·7	107·7	109·6	115·4	119·6	120·9	137·3	158·4	174·3
Paper other than newsprint	100	103·4	107·5	113·2	120·1	124·7	126·8	147·0	170·9	191·8
Paper boxes	100	102·9	115·5	123·9	128·9	133·1	138·5	151·6	175·8	202.3
Printing and publishing	100	101·7	105·8	110·0	113·7	116·3	118·5	127·3	138·9	158·2
Newspaper printing	100	101·3	105·5	108·3	112·5	116·5	119·1	125·7	136·6	152·6
Job printing and publishing	100	101·4	105·9	110·6	113·8	114·9	117·7	129·8	142·4	165·9
Lumber and its products	100	104·4	117·7	131·0	142·9	148·2	156·1	178·3	205·2	226·2
Sawmill products	100	105·0	115·0	130·7	143·8	148·7	157·5	184·8	215·7	236·5
Planing mills, sash, doors, etc.	100	105·0	120·0	123·7	134·9	139·4	147·2	161·2	180·2	195·9
Furniture	100	101·7	125·0	139·0	147·6	154·8	159·5	171·7	192·6	218·8
Edible plant products	100	102·9	115·0	122·5	130·0	134·2	139·4	153·0	175·0	194·5
Flour	100	103·1	113·9	121·5	133·3	135·0	139·2	153·1	178·0	196·5
Bread and cake	100	102·9	115·5	123·9	128·9	134·3	139·0	152·6	174·2	191·6
Biscuits	100	103·5	114·4	121·8	131·9	135·8	142·0	159·2	184·1	210·5
Confectionery	100	101·9	114·5	118·2	130·0	131·8	139·0	148·7	167·0	189·3
Fur products	100	105·3	113·7	121·7	127·3	130·5	140·5	150·7	170·5	195·6
Leather and its products	100	105·9	122·5	134·8	142·9	145·4	153·5	167·5	198·5	219·3
Leather tanning	100	104·5	119·5	133·9	148·9	156·8	167·0	181·1	215·7	239·7
Boots and shoes	100	106·2	123·2	135·0	141·7	142·6	150·1	164·0	194·2	214·1

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1939-1948—Concluded

(Rates in 1939=100)

Industry	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948
Manufacturing—Concluded										
Edible animal products (meat products)	100	103·2	112·7	119·0	135·1	137·3	141·0	165·4	189·1	217·0
Iron and its products	100	102·7	112·9	125·6	138·8	142·6	148·2	159·6	180·4	200·5
Crude, rolled and forged products	100	101·5	108·1	122·2	135·5	143·5	149·1	170·6	189·6	215·3
Foundry and machine shop products	100	104·5	116·0	120·9	137·0	140·8	149·5	161·0	189·6	212·1
Machinery, engines, boilers, tanks, etc.	100	105·0	116·2	129·7	141·7	147·9	147·3	155·8	177·4	195·8
Aircraft	100	99·0	109·5	122·7	134·0	138·7	148·7	154·6	162·9	173·3
Shipbuilding (steel ships)	100	104·9	121·2	132·2	144·4	145·3	145·9	148·8	163·7	175·7
Motor vehicles, etc.	100	100·6	108·6	115·8	122·7	126·3	130·3	140·4	151·1	163·1
Motor vehicle parts and accessories	100	103·4	110·2	127·0	145·7	147·1	148·2	162·3	191·0	215·3
Stoves, furnaces, etc.	100	104·5	115·6	131·0	143·5	149·5	155·4	163·5	192·0	226·6
Agricultural machinery	100	105·1	117·6	136·7	151·9	155·8	157·5	178·5	207·3	232·0
Tobacco products	100	102·8	113·0	120·4	131·5	140·3	140·5	156·9	186·4	232·2
Beverages (brewery products)	100	103·9	113·3	117·1	121·9	123·5	127·9	148·4	160·7	182·9
Electric current production and distribution	100	103·3	112·0	120·2	129·6	132·5	134·4	143·5	154·8	169·7
Electrical products	100	105·6	123·2	133·7	149·2	154·1	156·8	169·1	195·5	225·6
Construction	100	104·5	111·6	118·6	127·7	129·6	131·1	143·9	155·0	176·3
Transportation and Communication	100	101·3	109·7	116·4	127·0	128·0	128·8	143·5	149·3	174·3
Transportation	100	101·3	110·1	117·0	127·7	128·7	129·2	145·9	151·6	178·8
Water transportation (Inland and Coastal)	100	105·2	113·3	125·8	138·8	142·2	144·6	162·3	183·8	213·5
Steam railways	100	100·0	109·4	114·8	125·5	125·5	125·5	142·3	142·3	170·2
Electric street railways	100	103·9	109·1	115·8	121·2	125·7	126·6	139·5	162·3	175·0
Communication—Telephone	100	101·3	106·4	112·0	121·9	122·4	125·6	125·2	132·2	140·4
Service—Laundries	100	105·4	110·5	116·5	127·3	128·9	135·4	147·5	170·5	183·0
General Average	**100**	**103·9**	**113·1**	**122·5**	**133·7**	**137·9**	**141·8**	**155·2**	**173·7**	**195·8**

Strikes and Lockouts.—The Branch, in co-operation with the Industrial Relations Branch, is responsible for maintaining a record of strikes and lockouts in Canada. Information concerning this record will be found in the chapter of this report dealing with industrial relations.

Collective Agreements.—The Department of Labour endeavours to obtain from employers and trade unions copies of all collective agreements. Agreements received are recorded by industry and the number of workers affected. Representative agreements are summarized each month in *The Labour Gazette.* Records are also kept and summaries made in *The Labour Gazette* of Orders in Council extending agreements under the Collective Agreement Act of Quebec, and of Orders in Council making binding schedules of wages and hours under the Industrial Standards Acts etc. of certain other provinces. Inquiries received from officers of the Department, the International Labour Office, employers, union organizations and others as to various provisions to be found in agreements, many involving research work, were dealt with.

Two analytical and statistical studies on collective agreements were prepared: one entitled *Extent of Collective Bargaining between Unions and Employers' Associations or Groups* was published in the January, 1949 issue

TABLE 2.—INDEX NUMBERS OF WAGE RATES FOR CERTAIN MAIN GROUPS OF INDUSTRIES IN CANADA, 1901-1948

(Rates in 1939=100)

Year	Logging	Coal Mining	Metal Mining	Manufacturing	Construction	Water Transportation	Steam Railways	Electric Railways	Laundries	Telephones	General Average
1901.....	51·4	47·4	61·2	.....	35·3	43·9	33·7	32·8	.....	.....	38·1
1902.....	52·6	48·0	61·6	.....	37·7	44·1	35·2	34·9	.....	.....	40·0
1903.....	53·9	48·9	59·5	.....	39·5	43·9	36·8	36·5	.....	.....	41·4
1904.....	54·6	48·8	58·1	.....	40·9	44·5	37·6	37·5	.....	.....	42·3
1905.....	57·0	49·5	58·7	.....	42·8	44·7	36·5	37·7	.....	.....	43·1
1906.....	59·4	50·1	62·5	.....	45·0	45·5	38·9	39·0	.....	.....	44·9
1907.....	60·3	53·6	61·7	.....	47·0	46·5	39·6	41·8	.....	.....	46·3
1908.....	58·6	54·3	62·6	.....	47·7	47·6	42·2	42·0	.....	.....	47·4
1909.....	61·9	54·5	63·2	.....	48·7	48·3	42·3	41·7	.....	.....	48·3
1910.....	64·0	54·0	62·5	.....	50·9	48·4	44·1	44·0	.....	.....	49·9
1911.....	65·6	55·9	63·1	45·0	52·9	49·1	46·9	45·2	.....	.....	49·2
1912.....	67·7	56·4	66·3	45·8	56·2	50·1	47·9	47·4	.....	.....	50·8
1913.....	68·7	57·3	65·3	47·2	58·6	52·0	49·0	51·3	47·0	.....	52·1
1914.....	64·3	58·4	65·4	48·7	59·1	52·8	49·9	51·8	49·2	.....	52·8
1915.....	61·1	58·7	66·2	50·1	59·4	54·0	49·8	50·2	47·5	.....	53·2
1916.....	73·0	64·0	73·2	54·3	60·0	54·9	51·8	52·5	50·7	.....	56·9
1917.....	95·8	75·0	81·1	60·4	64·4	64·5	61·0	58·8	56·8	.....	65·2
1918.....	110·3	90·5	88·1	69·2	73·8	78·6	77·3	73·3	65·6	.....	76·6
1919.....	127·3	97·8	88·4	85·0	86·8	86·7	90·1	83·8	75·1	.....	90·0
1920.....	142·5	113·3	102·9	102·4	106·0	105·2	108·2	99·7	88·2	92·2	107·0
1921.....	102·2	119·4	95·2	95·4	99·9	96·0	95·9	98·6	97·3	91·8	97·5
1922.....	79·6	113·4	88·0	89·2	95·3	86·7	90·3	94·6	98·2	87·2	91·1
1923.....	93·5	113·4	91·9	92·5	97·5	91·5	91·2	95·6	99·6	88·6	93·6
1924.....	105·9	110·3	92·0	93·2	99·4	90·2	91·2	95·7	99·9	89·0	94·8
1925.....	95·2	96·1	93·3	92·3	99·8	90·4	91·2	96·4	99·0	89·1	93·8
1926.....	95·5	96·0	93·2	92·8	100·9	90·2	91·2	96·7	99·9	89·7	94·4
1927.....	97·7	96·3	93·3	94·1	105·0	91·3	97·1	97·5	100·8	91·4	96·4
1928.....	99·0	96·8	93·2	94·8	108·7	91·9	97·1	99·6	101·6	93·1	97·5
1929.....	98·7	96·8	93·8	95·4	115·8	96·1	100·0	101·9	101·8	94·2	99·2
1930.....	97·5	97·1	93·9	95·5	119·1	97·2	100·0	102·3	102·0	94·7	99·9
1931.....	81·5	97·1	92·6	93·1	114·7	93·0	97·5	101·9	101·5	95·0	96·6
1932.....	67·1	94·1	89·7	87·0	104·5	86·5	90·1	98·1	99·0	88·6	89·7
1933.....	57·4	92·8	88·6	82·9	92·5	81·2	88·0	93·8	97·0	87·9	85·1
1934.....	65·7	93·4	90·9	85·2	90·7	80·5	85·0	93·7	96·1	93·7	85·9
1935.....	73·1	95·0	92·6	87·0	93·6	81·1	90·1	94·3	96·6	93·0	88·4
1936.....	80·9	95·1	94·9	89·1	94·2	82·4	90·1	95·2	97·1	93·8	90·0
1937.....	93·9	95·6	99·1	96·1	96·9	92·0	96·0	97·8	98·3	98·5	96·7
1938.....	101·8	100·0	99·6	99·2	99·2	99·1	100·0	99·4	99·7	99·7	99·6
1939.....	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0
1940.....	104·9	102·1	102·8	104·3	104·5	105·2	100·0	103·9	105·4	101·3	103·9
1941.....	114·0	109·4	112·2	115·2	111·6	113·3	109·4	109·1	110·5	106·4	113·1
1942.....	125·9	113·1	118·7	125·5	118·6	125·8	114·8	115·8	116·5	112·0	122·5
1943.....	143·1	124·8	123·1	136·8	127·7	138·8	125·5	121·2	127·3	121·9	133·7
1944.....	146·1	146·0	125·2	141·4	129·6	142·2	125·5	125·7	128·9	122·4	137·9
1945.....	153·3	146·2	128·2	146·5	131·1	144·6	125·5	126·6	135·4	125·6	141·8
1946.....	167·4	146·7	135·7	161·5	143·9	162·3	142·3	139·5	147·5	125·2	155·2
1947.....	195·1	166·7	157·7	183·3	155·0	183·8	142·3	162·3	170·5	132·2	173·7
1948.....	218·8	192·9	173·1	205·9	176·3	213·5	170·2	175·0	183·0	140·4	195·8

of *The Labour Gazette*; the other entitled *Numbers of Workers Affected by Collective Agreements in Canada, 1947, by Industry* was published in the March, 1949 issue. The accompanying table gives figures for the principal industrial groups for the years 1946 and 1947. The second and fifth columns show the number of workers affected by agreements extended under the Collective Agreement Act of the Province of Quebec. Any duplication of the numbers of workers

covered by agreements under this Act and by other agreements is eliminated in the third and sixth columns. A more detailed table was published in *The Labour Gazette*, March, 1949.

TABLE 3.—NUMBERS OF WORKERS AFFECTED BY COLLECTIVE AGREEMENTS IN CANADA, 1946 AND 1947, BY INDUSTRY

Industry Group	1946 (a)			1947		
	Agreements (Other than those Extended under Collective Agreement Act, Quebec)	Agreements (Extended under Collective Agreement Act, Quebec)	Total (b)	Agreements (Other than those Extended under Collective Agreement Act, Quebec)	Agreements Extended under Collective Agreement Act, Quebec	Total (b)
	Number of Workers	Number of Workers	Number of Workers	Number of Workers	Number of Workers	Number of Workers
Totals	846,434	239,777	1,060,905	958,735	258,331	1,185,551
Agriculture	Nil		Nil	Nil		Nil
Forestry, Fishing, Trapping	38,471	.....	38,471	42,029	.....	42,029
Mining (including milling), Quarrying, Oil Wells	48,787	36	48,823	45,595	36	45,595
Coal mining	23,254	.....	23,254	21,073	.....	21,073
Metal mining	19,358	.....	19,358	17,141	.....	17,141
Other	6,175	36	6,211	7,381	36	7,381
Manufacturing	436,524	78,920	494,187	510,477	89,680	575,159
Vegetable foods	21,116	3,507	24,623	20,110	3,711	23,755
Other vegetable products	31,940	.....	31,940	33,318	.....	33,318
Animal foods	22,575	.....	22,575	24,906	.....	24,906
Leather and fur products	11,015	16,897	25,669	10,949	19,600	27,590
Textile products	62,783	26,869	76,850	69,409	32,598	87,560
Wood and paper products (including printing)	84,626	13,244	96,560	106,344	16,303	119,445
Iron products	123,387	15,821	135,618	148,731	14,287	160,178
Non-ferrous metal products	49,958	381	50,339	61,705	455	62,160
Non-metallic mineral products	15,220	575	15,795	17,338	1,016	18,354
Chemical products	11,011	1,626	11,325	13,819	1,710	14,075
Miscellaneous products	2,893	.....	2,893	3,818	.....	3,818
Electricity and Gas Production and Supply	15,754	.....	15,754	18,350	.....	18,350
Construction	27,000	135,042	162,042	36,396	142,555	176,938
Transportation and Communication	231,266	4,162	232,248	241,028	4,898	241,983
Electric railways and local bus lines	20,149	.....	20,149	20,334	.....	20,334
Steam railways (including express)	139,298	.....	139,298	147,139	.....	147,139
Water transportation (including stevedoring)	36,758	4,162	37,740	31,287	4,898	32,242
Other	35,061	.....	35,061	42,268	.....	42,268
Trade	10,608	10,220	20,828	16,098	10,590	26,615
Finance and Insurance	Nil	.....	Nil	Nil	.....	.....
Service	38,024	11,397	48,552	48,792	10,572	58,882

(a) Revised.
(b) These totals are not the sum of the numbers in the preceding two columns. Duplications are eliminated.

Labour Organization in Canada.—Most of the "local unions" in Canada are branches of trade unions, many of which are organizations having branches both in Canada and the United States. The Canadian locals of these Inter-

national unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labour Congress of Canada or the Canadian Congress of Labour. As a rule, Canadian locals which are branches of unions affiliated with the American Federation of Labour in the United States are affiliated with the Trades and Labour Congress, while those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses also has a number of purely Canadian organizations affiliated with it, either trade unions with a number of branches in different places, or strictly local unions which are directly chartered by them.

Of the international unions not affiliated with either of the Canadian Congresses, the most important are the four railway brotherhoods of engineers, firemen and enginemen, conductors and trainmen. Most of the other railway unions in Canada are affiliated with the American Federation of Labour in the United States and with the Trades and Labour Congress in Canada, the chief exception being the Canadian Brotherhood of Railway Employees and other Transport Workers, which is affiliated with the Canadian Congress of Labour.

Other central labour bodies are the Canadian and Catholic Confederation of Labour, with which the National Catholic "federations" or unions in the Province of Quebec are affiliated, and the Canadian Federation of Labour.

At December 31, 1948, the recorded membership in all trade unions in Canada which reported to the Department was 977,594. This figure was slightly more than 7 per cent. higher than that of 912,124 which was reported for the year 1947. The current figure is the highest recorded by the Department. In addition to the statistics supplied by the headquarters of central bodies and national and international unions, all know local unions are requested to supply information on membership. In 1948, out of a known total of 5,114 local branches, 4,316 reported memberships totalling 810,916.

According to these reports from local branches, which are the only figures received by the Department which can be broken down by localities, there were 301,418 members in Ontario, 229,458 in Quebec, 106,668 in British Columbia, 40,430 in Manitoba, 37,592 in Alberta, 33,533 in Nova Scotia, 25,294 in Saskatchewan, 24,004 in New Brunswick, and 915 in Prince Edward Island. The remaining 11,604 members belong to organizations in the Northwest Territories and the Yukon and to organizations which are not localized.

Among Canadian cities Montreal had the largest number of members reported, with 110,945, and Toronto was next with 95,945. Next in order of size of reported memberships were Vancouver with 56,204, Winnipeg 35,481, Hamilton 21,925, Quebec 18,820, Windsor 14,623, Sudbury 13,941, Edmonton 12,960, Calgary 10,656, Ottawa 10,558. In 1948, there were 52 urban centres with 20 or more locals as compared with 53 in 1947.

Reports on female membership were received from 1,360 of the 5,114 local unions in 1948. These reported a total of 89,331 women members. In 1947, a total female membership of 86,603 was reported by 1,267 locals.

More complete information is contained in the annual report on Labour Organization in Canada which is published by the Department.

Unemployment in Trade Unions.—The Department of Labour collects reports from local trade unions throughout Canada, showing their membership and the number of members unemployed at the reporting date. A calculation is made from these reports to show the percentage of the members who are unemployed.

These calculations were commenced on a quarterly basis at the end of 1915. From 1919 to 1943 inclusive, they were compiled on a monthly basis, but since the beginning of 1944 they have been compiled only once each quarter, at the end of March, June, September and December.

During 1948 the average number of local union branches which reported each quarter was 2,558. These local branches reported memberships averaging 512,925 of which an average number of 11,480 or 2·2 per cent were unemployed on the quarterly dates.

TABLE 4.—UNION MEMBERSHIP AND LOCAL UNIONS IN CANADA CLASSIFIED BY AFFILIATION, 1948

Affiliation	Number of Branches	Membership
Trades and Labour Congress of Canada	2,779	439,029
American Federation of Labour (1)	49	9,367
Canadian Congress of Labour	1,187	338,627
Congress of Industrial Organizations (2)	20	3,777
Canadian and Catholic Confederation of Labour	428	93,370
International Railway Brotherhoods (independent)	376	41,126
Canadian Federation of Labour (3)	5	3,992
National Council of Canadian Labour	9	1,362
Unaffiliated National and International Unions	222	42,598
Unaffiliated Local Unions	39	4,346
Total	**5,114**	**977,594**

(1) These comprise international unions affiliated with the A.F.L. in the United States, the Canadian branches of which are not affiliated with the Trades and Labour Congress of Canada or the Canadian Congress of Labour. The 49 local or federal unions with 6,383 members which received their charters directly from the A.F.L. have been included under the Trades and Labour Congress in this table as they are affiliated with that body.

(2) These comprise international unions affiliated with the C.I.O. in the United States, the Canadian branches of which are not affiliated with the Canadian Congress of Labour.

(3) The membership shown is for the affiliated unions which reported their membership to the Department.

TABLE 5.—DISTRIBUTION OF TRADE UNION MEMBERSHIP BY MAIN INDUSTRIAL GROUPS* 1947 AND 1948 AND THE PERCENTAGE CHANGE IN 1948 OVER 1947

Industry	1947		1948		Percentage change 1948 over 1947
	Membership	Per cent of total	Membership	Per cent of total	
Mining and Quarrying	49,036	5·4	48,784	5·0	− 0·5
Metals	181,491	19·9	188,264	19·3	+ 3·7
Construction	71,629	7·9	91,632	9·4	+27·9
Light, Heat and Power	9,276	1·0	11,639	1·2	+25·5
Wood and Wood Products	77,806	8·5	95,390	9·8	+22·6
Printing and Publishing	17,831	2·0	19,731	2·0	+10·7
Steam Railway Transportation	138,039	15·1	143,811	14·7	+ 4·2
Other Transportation	59,536	6·5	62,203	6·4	+ 4·5
Services	110,737	12·1	116,169	11·9	+ 4·9
Clothing, Footwear	54,769	6·0	50,301	5·1	− 8·2
Textiles	44,811	4·9	51,165	5·2	+14·2
Foods	39,851	4·4	44,137	4·5	+10·8
All Other Industries	57,312	6·3	54,368	5·5	− 5·1
Total	**912,124**	**100·0**	**977,594**	**100·0**	**+ 7·2**

* It is not possible to classify membership figures by industrial groups with a high degree of accuracy, since many unions have members whose employment may fall in more than one classification.

Statistics were published quarterly during 1948 in *The Labour Gazette* and statistics for the end of each quarter in 1948 and the first quarter of 1949 with comparative figures for certain earlier dates were published in the June, 1949 issue.

Fatal Industrial Accidents.—The Department continued the compilation of statistics on fatalities resulting from accidents to workers during the course of their employment, or arising out of it or resulting from industrial diseases. Figures for such fatalities in the year 1948, classified by industrial groups, province of occurrence and cause, were published quarterly in *The Labour Gazette* and a summary for the calendar year, together with statistical analysis appeared in the issue for April, 1949 (pages 476-477 and 514-522). As in previous years, information was obtained from the various provincial and federal authorities, factory inspectors, Departments of Mines, etc., and from newspapers.

The number of fatalities recorded during 1948 was 1,350 as compared with 1,475 (revised figure) for 1947.

Seventeen industrial accidents which caused the death of three or more persons in each case were reported to the Department in 1948. The most serious of these occurred at Hanna, Alberta, on February 28 when the collision of a snow plow and a yard engine resulted in the death of six railroad workers. Five riggers were drowned in the Ottawa River, Ontario, on July 22 when a section of a bridge on which they were working, collapsed. On July 30, five seamen were drowned near Cap aux Oies, Quebec, while attempting to leave a burning ship in a life boat. Five woodsmen were drowned when a boat in which they were riding capsized in Gibson Lake, New Brunswick, on September 16. One accident resulted in the death of four persons and twelve accidents resulted in the death of three persons in each case.

Classification of fatal accidents by causes showed that the largest number, 397, were caused by "moving trains, vehicles, etc." The fatalities resulting from causes in other classifications were: "falls of persons" 221; "falling objects," 214; "dangerous substances," 157; "industrial diseases," 156; "striking against, or being struck by objects," 38, "working machines," 35; "animals," 21; "hoisting apparatus," 20; "prime movers," 19; "handling of objects," 12; "tools," 6 and "other causes," 54.

The classification of industrial fatalities by province of occurrence showed that the largest number, 488, were in Ontario; 271 occurred in British Columbia; 255 in Quebec; 117 in Alberta; 82 in Nova Scotia; 55 in Manitoba; 41 in New Brunswick; 38 in Saskatchewan and 3 in Prince Edward Island.

Analysis by industrial groups showed that there were 262 fatal accidents in manufacturing, 244 in transportation and public utilities, 190 in mining, non-ferrous smelting and quarrying, 173 in construction, 162 in logging, 105 in service, 94 in agriculture, 44 in electricity, gas and water production and supply, 42 in trade, 30 in fishing and trapping, 3 in finance; 1 was unclassified.

With regard to non-fatal accidents, certain statistics, compiled from reports from Workmen's Compensation Boards, covering the calendar year 1939 and the years 1942 to 1948, inclusive, were published in the April, 1949 issue of *The Labour Gazette* (page 522). Towards the end of the fiscal year plans were being considered with a view to improving statistical data relating to non-fatal industrial accidents on a nation-wide basis.

The Branch has assisted in the work of accident prevention organizations by the preparation of speeches and other material on workmen's compensation and safety legislation. The Branch was represented at a Conference on Industrial Safety convened by the President of the United States at Washington, D.C. in March, 1949.

Labour Market.—During the fiscal year, a large volume of continuing research work was performed analysing and evaluating current labour requirements and supplies of manpower, both generally, and for separate industries, on local, regional and national bases. The employment problems of particular groups and classes of workers were also regularly studied. This work was undertaken to meet the day-to-day needs of the Department, as well as other

governmental agencies, for information on employment matters. This work also formed the basis for the preparation of a monthly review of current employment conditions which was published in *The Labour Gazette.*

In addition, numerous individual research studies were undertaken. These included: an analysis of strikes and lockouts in Canada from 1901 to 1947; earnings and consumers' prices in Canada, 1939 to 1948; collective bargaining trends, 1948; current agriculture manpower problems; a review of National Employment Service activities in 1948; economic conditions in Newfoundland (with special reference to labour); and pension plans in Canadian industry. The results of a number of these research projects were circulated on a confidential basis.

The results of a number of other research studies were published in *The Labour Gazette.* These included: "The Manpower Situation in 1947" (May, 1948) and "Seasonal Variations of Employment in the Meat Products Industry" (November, 1948).

Employment Forecasts.—Direct forecasts of employment in the key manufacturing and primary industries, three months and six months in advance, were prepared. These short-term forecasts were based on information obtained quarterly from a group of approximately 400 selected firms, operating about 800 establishments in manufacturing, logging, mining, communications and retail trade. The quantitative forecasts were supplemented by qualitative information relating to the outlook for production and employment, the supply of labour and the situation in regard to raw materials, domestic and export market prospects, inventory position, plant expansion, and government policy having a possible effect on employment.

The qualitative information was obtained by personal interview with responsible industrial executives, resulting in confidential information otherwise unavailable.

The data obtained have been used by officials in the Department of Labour and in other government departments in anticipating probable employment trends and as a basis for related reports on Canada's employment and economic outlook.

Occupational Analysis.—During the fiscal year the revision of occupational wage reporting schedules was continued.

Each wage reporting schedule lists occupations which are considered to be representative of a specific industry and describes briefly each occupation. The purpose of this procedure is to ensure a higher degree of uniformity and standardization in the reporting of wage rates on an occupational basis.

Group organizations and representative firms are consulted in order that the schedules may serve as adequately as possible the purpose for which they are designed.

Considerable progress was made during the year in connection with the new series of monographs and pamphlets on occupations for distribution to National Employment Service Offices, teachers, counsellors, students, personnel departments in industry, etc. At the end of the fiscal year preparatory work had been completed in connection with monographs and pamphlets on the following "Construction trades"; carpenter; bricklayer and stonemason; plasterer; painter and decorator; plumber, pipefitter and steamfitter; sheet-metal worker; and electrician.

During the year, the Canadian Committee for Student Guidance in Science and Engineering, representing the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy, and the Chemical Institute of Canada requested the co-operation of the Department of Labour in the preparation and publication of an authoritative reference book to help meet the needs of high

school students contemplating careers in natural science and engineering. The Department of Labour has been pleased to co-operate with the Committee in this undertaking, especially since this particular project fits into a broad program of occupational studies being made by the Research and Statistics Branch. Through the Canadian Council of Professional Engineers and Scientists helpful material was also obtained from the Canadian Society of Forest Engineers, the Royal Architectural Institute of Canada, the Canadian Association of Physicists, and the Agricultural Institute of Canada.

Resulting from this co-operative effort monographs on the following will be published collectively in a booklet entitled "Careers in Natural Science and Engineering"; agricultural scientist, architect, biologist, chemist, geologist, physicist, aeronautical engineer, ceramic engineer, chemical engineer, civil engineer, electrical engineer, forest engineer, and forest scientist, mechanical engineer, mining engineer, and petroleum engineer.

Copy for the publication of this booklet was in the hands of the printer at the close of the fiscal year.

The unemployment Insurance Commission contributed towards the publication of the monographs in this booklet as well as to the publication of the separate monographs and pamphlets referred to above.

X.—SPECIAL SERVICES

The Labour Gazette.—Nearing half a century of publication, *The Labour Gazette* continues to follow the general policy laid down by its founder and first editor, the Rt. Hon. W. L. Mackenzie King. That policy as set forth in the first issue (September, 1900) stated: "*The Labour Gazette* is an official publication by the Dominion Government . . .. It is the Journal of the Department of Labour and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects."

Throughout its history *The Labour Gazette* has reflected the many and varied changes that have taken place in industrial and labour relations and social conditions in Canada. It has, however, never deviated from its original purpose of reporting objectively and factually the current trends in labour and industry.

As in former years, *The Labour Gazette* during the fiscal year under review, published records of labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, labour management co-operation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, Canadian Government Annuities, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the National Wartime Labour Relations Board and the Canada Labour Relations Board. Numerous special articles on the economic and social aspects of labour problems, many of which are prepared by the Research and Statistics Branch, appear in the various issues.

In addition, it contained articles on social, industrial and economic conditions in Great Britain, the United States and other countries, especially where these were in some degree analogous to those in Canada. The proceedings of the International Labour Organization and the 80th annual conference of the British Trades Union Congress were reported upon, and informative articles on economic stabilization, post-war reconstruction, social security and related material from other Government departments appeared in some issues.

The subscription rate remained at one dollar per annum for general subscribers, with a special rate of fifty cents per annum to groups of 10 or more to accommodate the requirements of trade unions locals, students, and companies wishing to subscribe for their staffs.

At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at two dollars a volume.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 16,923 (13,928 in English and 2,995 in French). The average monthly paid circulation was 9,518 (7,857 in English and 1,661 in French).

Information Branch—Since the establishment of the Information Branch on January 1, 1943, it has been concerned with providing a broad publicity service for the several activities of the Department, including the National Employment Service, the Unemployment Insurance Commission, and the Wartime Labour Relations Board (National), and its successor, the Canada Labour Relations Board. It has been the policy of the Department to keep the public fully informed, not only in regard to the legislation it administers, but also on the operations of its several branches.

The Information Branch is responsible for the preparation and issue of press and radio releases on all policies and activities of the Department. During the fiscal year under review 216 news releases were issued.

Throughout the year the Department found it necessary to carry out several advertising compaigns to inform the public concerning regulations, labour supply projects, employment of veterans, the facilities of the National Employment Service, immigration, including the movement of men and women from the Displaced Persons Camps in Europe, Government Annuities, and similar matters. Newspapers and other publications, radio stations, posters, photographs, films and circular letters were all used extensively by the Information Branch in these advertising campaigns.

Special articles on various departmental activities and operations were provided on request to interested publications. A substantial number of general inquiries on labour and industrial relations were dealt with. An illustrated pamphlet, designed to assist in bringing about better living and working conditions in agriculture, was distributed during the fiscal year 1948-49. This pamphlet, entitled "Better Farm Living for Workers on the Land," supplemented the film *Workers on the Land,* prepared earlier under the Dominion-Provincial Farm Labour Program and shown on the rural film circuits over Canada. This film had been screened about 1800 times to the end of 1948, for an audience of some 160,000 people. Another illustrated booklet outlining the work of the Department was printed and distributed to selected groups interested in labour matters.

A brief digest of current employment matters, "2 Minutes of Employment Facts," printed in bulletin form, was distributed twice a month to employers and employer groups, leading trade unions and others interested in subjects covered. Circulation of this bulletin, which is mainly on a request basis, increased during the year to about 29,000 copies. In addition, several thousand extra copies of certain issues were requested.

The Branch assisted in the preparation of a departmental exhibit, advertising the services available through the Department and the Unemployment Insurance Commission, which was circulated to Fall fairs and exhibitions throughout Canada. A member of the Information Branch accompanied and was in charge of the exhibit.

Officers of the Branch co-operated with officers of the National Film Board and of other Departments on interdepartmental information projects, notably the rehabilitation of ex-service personnel and the employment of older veterans.

The Department, through a special vote available under this Branch, financially assisted the National Film Board in the operation of its industrial circuits, as an exhibition agency of Government films. Under this arrangement, the preparation of an Industrial Film Preview Library, consisting of films chosen on the advice of the Information Branch, was begun by the Film Board. Blocks of films were distributed on a flexible schedule throughout the country with a view to encouraging the formation of community industrial film councils.

Supplementing its first four safety films already distributed, the Branch, through the facilities of the National Film Board produced and distributed a fifth film on industrial accident prevention, *Safe Clothing.* These films represent the first steps in implementing a policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of industrial accident prevention.

The continuing popularity of these films, both at home and abroad, is evidence of the real need for this type of educational material. In addition to the prints placed in circulation by the Department of Labour, domestic sales of these films now total 132 prints. An additional 773 prints have been sold outside Canada—in the United States, Great Britain, France, and in countries

as far away as Australia. The 35 sets of prints in the National Film Board regional offices and in the Film Libraries had reached an audience of 166,474 by February 28, 1949, and the audience for the prints that have been sold is estimated to be 700,000.

Another film, dealing with the problems of the older workers, was begun and will be completed by late 1949.

Labour Legislation.—Information concerning labour legislation, both in Canada and abroad, is made available through *The Labour Gazette* and through special publications.

Labour laws enacted by the Parliament of Canada and the Provincial Legislatures are summarized in *The Labour Gazette* at the close of each legislative session. A monthly summary of regulations made by administrative authorities under federal and provincial legislation, and reviews of judgments of the Courts in labour cases are also prepared. Special articles on various branches of labour legislation in Canada and elsewhere are published from time to time. The provisions of International Labour Conventions and Recommendations may be included for comparative purposes. Items of special interest relating to legislative or administrative standards, proposed or actual, in Canada and in other countries are also printed in *The Labour Gazette.*

A report on Labour Legislation in Canada has been issued annually by the Department since 1915. It contains the text or summary of the Dominion and provincial statutes and statutory orders affecting labour. In 1915, 1920, 1928 and 1937, the Report took the form of a consolidation of all labour laws on the Dominion and provincial statute books at the end of those years. Reports for intervening years cover only legislation enacted during the year. The 1946 volume contains an index to the Reports for 1937-46. The 1948 volume will be another consolidation of all legislation as existing on December 31, 1948.

Pamphlets dealing with certain classes of labour laws are issued from time to time in printed or mimeographed form. Two of these, which are issued annually, are: *Workmen's Compensation in Canada, A Comparison of Provincial Laws;* and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-Day and Workmen's Compensation.*

The increased legislative activity which was to be expected after the war is a reflection of the heightened public interest in labour conditions. This interest is shown, too, in the expansion of the correspondence regarding labour laws, in the requests received for publications and for information concerning laws in other countries. Publications particularly in demand were: *Trade Union Law in Canada; Labour Legislation in Canada. An Historical Outline of the Principal Dominion and Provincial Labour Laws; Workmen's Compensation in Canada; Outline of Trade Union History; International Labour Conventions and Canadian Legislation Concerning Young Persons* (Parts I-III); and *Industrial Lighting.*

The Canadian Association of Administrators of Labour Legislation was formed in May, 1938. The objects of the organization, which consists of all Federal and Provincial Departments or Boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement and to bring about greater uniformity in the legislative standards of the provinces through the exchange of information and by annual conferences. The provinces pay an annual membership fee of $25. The Federal Department of Labour provides the services of the Secretary-Treasurer and bears the cost of reporting and distributing to the members reports of proceedings of the annual conference. Because of war conditions, no conferences were held from 1944-1947.

Topics which have been discussed at earlier sessions of the association include minimum wages, maximum hours of work, conditions of Government contract work, accident prevention, factory inspection, employment of women and children, apprenticeship, trade unions, collective bargaining, industrial disputes, and such wartime policies as the stabilization of wages and the control of labour.

The seventh annual meeting of the Canadian Association of Administrators of Labour Legislation was held in Ottawa May 3-5, 1948. All provinces except Alberta and Prince Edward Island were represented. The topics discussed included Canada and the International Labour Organization, industrial relations, labour inspection, minimum wages and hours of work. The eighth annual conference is scheduled to be held in Ottawa, in May, 1949.

The Library.—The Library was established with the formation of the Department in 1900. It now has approximately 123,000 volumes and pamphlets on all phases of industry and labour. These cover all aspects of industrial development and labour relations including profit sharing, occupational hazards, industrial health, co-operatives, guaranteed wage, union history, collective bargaining, etc. Several hundred house organs and employee handbooks are received regularly, as well as all Canadian and many American and foreign trade union papers, which are kept permanently.

All publications of the International Labour Office are preserved permanently in the Library, and the chief governmental publications pertaining to labour of most foreign countries are received regularly. Copies of all publications of the Department are preserved, together with the constitution and proceedings of all Canadian unions, those of Empire Countries and international unions, and of the chief unions of the United States and other countries.

The Library serves not only the Department of Labour but other governmental departments and borrowers across Canada. *The Labour Gazette* publishes a select list of recent additions to the library each month. Book publications, if available, may be borrowed for a period of one month. Book circulation for the year totalled 8,250 volumes loaned to over 800 different individuals.

During the fiscal year under review, the library answered about 2,800 inquiries, approximately 20 per cent of which were from personnel in industry, labour unions and students. The re-cataloguing and re-classification of the library begun in 1942 was continued. More than 9,200 volumes and pamphlets were re-classified and re-catalogued, and the subject heading list for the main catalogue was completely revised.

XI.—RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

Early in the war, the Canadian Government and the Departments most immediately concerned began to formulate plans and to develop facilities to deal with the rehabilitation and re-establishment of members of the Armed Forces. These plans and procedures were ready to be put into effect when demobilization commenced.

The chief functions of the Department of Labour in the re-establishment program were to assist ex-service personnel in returning to their former employment, to place them in new employment, or to provide training facilities to enable them to acquire special skills before seeking employment.

In the carrying out of this program the Department of Labour was made responsible for the administration of the Reinstatement in Civil Employment Act, 1942, and of special facilities within the National Employment Service for the placement of ex-service personnel, and for providing vocational and prematriculation training. In view of changing conditions, and special problems connected with re-establishment, plans and procedures have been kept under review and adjustments have been made as required.

Re-establishment of ex-service personnel of World War II passed its peak during 1946 and by the end of the fiscal year 1947-48 it was evident that rehabilitation, as an organized program, was nearing completion.

During 1947, the demobilization of the wartime Armed Forces was completed, the numbers of veterans volunteering for Rehabilitation Training decreased markedly during the latter part of the year and the numbers of veterans registered as unplaced applicants with the National Employment Service were fewer during each season of the year than for any similar periods since general demobilization was begun.

This trend continued in 1948, and in the case of veterans in training was accelerated by the fact that the last date on which veterans could apply for training, except under special circumstances, was December 31, 1947.

As in 1947, rehabilitation, as it is affected by the re-establishment of veterans in suitable civilian jobs, was greatly facilitated during the summer of 1948 by a strong demand for workers which existed in practically all Canadian industries. At March 31, 1948, 35,968 ex-service men of World War II, exclusive of Dual Service Veterans, were registered for employment with the National Employment Service. By September 30, 1948, the highest point of employment for the year, this figure had fallen to 11,500.

Reinstatement Administration.—Provision for the reinstatement in civilian employment of persons discharged from the Armed Forces was made under the War Measures (Civil Employment Reinstatement) Regulations in June, 1941. In 1942, the Reinstatement in Civil Employment Act was passed, and subsequently the Minister of Labour was made responsible for its administration and enforcement.

It became apparent early in 1946 that it was desirable to consolidate the provisions of the Reinstatement in Civil Employment Act, 1942, the Reinstatement Regulations and the three amending Orders in Council, and to give statutory effect to the Order in Council provisions. Accordingly, a consolidating Bill was prepared and, after careful consideration by a Select Committee on Veterans Affairs, was introduced in the House of Commons by the Minister of Labour. On August 31, 1946, it received the Royal Assent, becoming effective as from that date, and is known as The Reinstatement in Civil Employment Act, 1946.

In so far as the administration of the Act is concerned, the actual details of administration were entrusted to the Unemployment Insurance Commission which in turn placed the responsibility with its legal branch.

The vast majority of applications for assistance under the Act, have come, in the first instance, from local offices of the Commission and have been investigated by District Investigators. Most of these cases were settled amicably, but in all important matters it has been the practice to refer full particulars to the legal adviser for his opinion. In other words, the Act has been administered through the same channels as are used in the administration of the Unemployment Insurance Act and Regulations.

Cases not satisfactorily adjusted at the local or regional level are referred to head office for final decision. This procedure guarantees that disposition of every case is as complete and as satisfactory as possible. Naturally the number of applications for assistance submitted to local offices of the Commission has decreased considerably. However, during the fiscal year under review some fifty cases were investigated in which reinstatement had been effected, but which involved the question of seniority.

Employers have not only lived up to the obligations imposed by the Act and Regulations, but they have also endeavoured to comply fully with the true spirit of the legislation. Indeed many of them went far beyond the terms of the Act and Regulations in their voluntary effort to ensure that men and women, formerly in their employ, were reinstated in the positions to which they were entitled. The co-operation of employers in this regard cannot be overemphasized.

Veterans Placement Divisions.—Although general demobilization of the wartime Armed Forces was completed in September, 1947, the volume of work of this division continued at a high level throughout 1948.

The work of this division did, however, settle into what appeared to be a more permanent pattern following its reorganization in the latter part of 1947 which placed full emphasis on employment functions to meet the changing rehabilitation picture resulting from the expiration of many of the benefits available through the Department of Veterans Affairs including out-of-work allowances.

This reorganization called for applications of all veterans for employment to be subject to a follow-up service after 30 days. Also, each local office was to maintain a Veterans' Unit, headed by a Veterans' Officer, as part of its permanent organization, available to discuss training, employment and other problems peculiar to ex-service men and women. At the same time Veterans' Officers were to continue to handle applications for benefits still available through the Department of Veterans Affairs.

The work of the Veterans' Officers underwent changes but with no appreciable decrease in volume. The number of veterans eligible for Out-of-Work Allowances was negligible, but applicants for re-establishment credits increased and the problems of individual veterans became more difficult to solve. These officers continued to handle the veterans' applications for priorities in securing building materials, for in many cases the housing problem affected to a considerable degree the veterans' ability to accept employment available in certain areas. An additional service provided during the past year was assistance in the handling of applications for grants from the Army Benevolent Fund.

Employment for veterans followed the general pattern of employment in Canada, although male veterans did not seem to have been affected by seasonal increases in unemployment to the same extent as other male workers. Unemployment among female veterans has been very small and spread evenly across the country.

The ratio of male veterans registered for employment to all males registered was considerably lower during the year under review than during the previous year, and although some of this reduction might be accounted for by the increase in the male labour force, the fact that the number of veterans registered

for employment on the reporting dates was generally below the numbers reported at corresponding times in 1947 seemed to confirm the trend towards a larger number of veterans becoming permanently re-established.

Unplaced male veterans at March 31, 1949, totalled 47,079, as compared with 43,896 at March 25, 1948. However the latter figure represented 29 per cent of the total unplaced male applicants, whereas the former represented only 24 per cent. During the three winter months from December, 1948, to February, 1949, the number of unplaced male veterans constituted from 8·4 per cent to 13·2 per cent of male veterans and from 35 per cent to 39 per cent of all unplaced male applicants.

About 135,000 placements were made for veterans by the National Employment Service during the fiscal year.

The National Employment Service took an active part in the joint campaign sponsored by the Department of Veterans Affairs in co-operation with the Canadian Corps of Commissionnaires to stimulate the employment of older veterans through the medium of the corps. The lowest recorded figure of unemployed veterans of the 1914 War and veterans of both wars was reached in September, 1948, when fewer than 4,000 of these older ex-service men were registered for employment.

Disabled and handicapped veterans were given special attention and the Special Placements Division of the National Employment Service, in co-operation with the Casualty Rehabilitation Section of the Department of Veterans Affairs found employment for between four and five hundred handicapped veterans each month.

The National Employment Service is represented on all DVA Rehabilitation Review Boards, the function of which is to provide veterans who have special problems with the advice of specialists in various phases of welfare and employment, and in addition, to make available such assistance as the organizations represented on the Boards are able to offer.

Veterans who were training under the Veterans Rehabilitation Act were assisted in their search for employment on completion of training. Officials of the National Employment Service kept in close touch with veterans training in Canadian Vocational Training or private schools and were often able to offer jobs immediately on graduation. As in the previous fiscal year, contact was made with all veterans known to be taking university training in the United States. On request, they were supplied with information regarding employment opportunities in their own field in Canada. On graduation, efforts were made to find employment for them. This service begun in 1947, was extended to veterans taking vocational training in the U.S.A. Student veterans in Canada were assisted in finding employment during their vacation periods and special efforts were made on behalf of the veteran graduates.

Comprehensive statistics on veterans' employment have been maintained and provide the record upon which veterans' operations are based. These statistics are made available to other departments of government vitally concerned in the matter of veterans' rehabilitation. At intervals information on the progress of veterans' placements was supplied to the public, particularly those organizations interested and able to assist in furthering the veterans' interest in the employment field.

With the exception of veterans still training, the task of rehabilitating Canada's veterans has passed the stage in which volume features predominantly. It has now assumed the form of a specialized and continuing program to deal with those whose war service has created problems special to them and difficult to solve, even during a period of high employment.

Vocational Training.—The training of ex-service personnel has played a most important role in the rehabilitation program. The particular phases of this training which were made the responsibility of the Department of Labour

included trades training either in industry or in vocational schools, and pre-matriculation courses. (The majority of cases of veterans training-on-the-job in industry were transferred to the supervision of DVA on March 31, 1948.)

Although actual training for which the Department of Labour is responsible is under the Dominion-Provincial Scheme (Canadian Vocational Training) the eligibility of discharged personnel for training, and the length of training to be given, must be approved by the Department of Veterans Affairs. Post-discharge training at university level, and highly specialized training, necessary in cases of discharged persons suffering from serious disabilities, is provided by the Department of Veterans Affairs.

December 31, 1947 was set as the last date upon which veterans could be accepted for vocational training, except under certain special circumstances. As a result, the intake of veterans into training centres operated or supervised by Canadian Vocational Training was very small throughout the fiscal year. By March 31, 1949, the number of veterans training under the auspices of Canadian Vocational Training had been reduced to 424.

A full account of the training of ex-service personnel provided by the Canadian Vocational Training Branch of the Department of Labour is contained in the Chapter entitled "Canadian Vocational Training".

XII.—RE-ESTABLISHMENT OF JAPANESE IN CANADA

The year ending March 31, 1949, brought virtually to a conclusion the re-establishment program for persons of Japanese origin on the West Coast of Canada, which was initiated early in 1942 as a wartime emergency measure. March 31, 1949, marked the end of the remaining restrictions imposed by the Federal Government during wartime upon the movement, residence and employment of Japanese. The changes in distribution of persons of the Japanese race in Canada over this period are significant:

—	January, 1942	March, 1949*
British Columbia	21,975 (96%)	6,110 (29%)
Alberta	534	3,900
Saskatchewan	100	450
Manitoba	30	1,300
Prairies	664 (3%)	5,650 (27%)
Ontario	132	7,800
Quebec	25	1,300
Maritimes	2	10
Eastern Canada	159 (1%)	9,110 (44%)
Yukon and the Northwest Territories	39	40
Total in Canada	22,837	20,910

*1949 Figures approximate, except for British Columbia.

In line with the agreements completed by the Federal Government with British Columbia and Alberta in the previous fiscal year, agreements were proposed to the Governments of Saskatchewan, Manitoba, Ontario and Quebec under which the Dominion and the Province would share on an equal basis the costs of welfare for indigent Japanese evacuees during the two-year period ending March 31, 1950. An agreement was signed with the Province of Manitoba to this effect, and was approved by Order in Council P.C. 3197 of July 16, 1948. The other provinces mentioned above indicated that normal provincial services would be extended to Japanese residents upon the revocation of the remaining restrictions at March 31, 1949.

All signs in the year under review pointed to the fact that the Japanese were re-establishing themselves satisfactorily and without incident in their new homes, and prospering in various lines of endeavour. One indication of this is the very limited extent of recent inter-provincial movement among persons of Japanese origin. Since March 31, 1949, a few persons of Japanese origin have moved back to the Pacific Coast, mostly from interior British Columbia, but this has been balanced by some movement of families and individuals eastward. The Japanese Canadians are now a relatively stable and integrated group in the Canadian economy.

XIII.—INTERNATIONAL LABOUR ORGANIZATION[1]

The International Labour Organization was established as an autonomous associate of the League of Nations under the terms of the Treaties of Peace in 1919. It is an official association of nations, financed by contributions from its Member States. The purpose of the Organization is to promote social justice by improving industrial conditions in all countries of the world through legislative action and international agreements, thus providing the basis for universal and lasting peace. The Organization provides machinery for concerted action to improve working conditions, to raise standards of living, and to promote social and economic stability. By an agreement signed on December 14, 1946, the Organization was brought into official relationship with the United Nations as a specialized agency, although retaining its identity as a separate organization.

Canada has been a member of the Organization since its inception, and the Department of Labour is the officially designated liaison agency between the Canadian Government and the ILO. At present there are sixty Member States in the Organization, which is democratically controlled by representatives of their governments and by representatives of their organized employers and of their organized workers appointed by these Governments.

Early in 1940, war conditions made it impossible to continue to discharge the functions of the Organization from its headquarters in Geneva and the invitation of the Canadian Government to establish a working centre in Montreal was accepted. In September 1948, however, it returned to Geneva. Branch Offices are maintained in Ottawa, Washington, London, Paris, Rome, New Delhi and Shanghai. In February the Director-General of the ILO appointed Mr. V. C. Phelan of Ottawa as Director of the Canada Branch of the Organization.

The Instrument for Amendment of the Constitution of the International Labour Organization, which was adopted at the 29th Session of the International Labour Conference in Montreal in 1946, came into force on April 20, 1948. This Instrument was designed to remodel the Organization in the light of the experience gained in over a quarter of a century and to re-equip it to discharge its responsibilities with greater efficiency.

One of the amendments, Article 19 (7) is of particular interest to Canada, as it requires the governments of all federal states (which have been faced with constitutional difficulties in giving effect to the minimum labour standards embodied in Conventions or suggested in Recommendations adopted at the various sessions of the International Labour Conference) to arrange for periodic consultations between the federal and provincial authorities with a view to promoting co-ordinated action to give effect to the provisions of such proposals. Another obligation is that fuller reports will be made to the International Labour Office as to the action taken, or proposed to be taken, by both the federal and the provincial governments on all these proposals.

A great deal of research work falls upon the Department of Labour in connection with the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the Industrial Committees as well as of the quarterly meetings of the Governing Body and meetings of committees of technical experts on various questions of interest to industry and labour. Close collaboration is also necessary with other Departments of the Dominion Government, Provincial Governments, Management, Labour, and with the International Labour Office itself.

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[1] For detailed information concerning the structure of the Organization and its sphere of activity, reference should be made to Chapter XVI of the Annual Report of the Department of Labour for the fiscal year ending March 31, 1948.

During the fiscal year under review the International Labour Conference held its Thirty-first Session; four of the eight Industrial Committees of the ILO held meetings; a Technical Tripartite Conference on Safety Provisions in Factories met to draw up a Model Code for Factories; a Preliminary Meeting of Technical Experts on Safety in Coal Mines took place; and there were four regular sessions of the Governing Body and of its several standing committees.

The Canadian Government was represented at all these meetings, a brief account of which appears below.

Thirty-first Session of the International Labour Conference

At the invitation of the United States Government, the Thirty-first Session of the International Labour Conference was held at San Francisco, California, from June 17 to July 10, 1948. Of the fifty-nine countries then members of the Organization, fifty-one sent delegates to the number of 167, with 276 technical advisers, making a total attendance of 443. Represented at the Session also were the United Nations, the United Nations Educational, Scientific and Cultural Organization, the International Monetary Fund, and the Pan-American Union.

The Canadian delegation was as follows:—

Government Delegates: Mr. Paul Goulet, Assistant to the Deputy Minister and Director of the ILO Branch, Department of Labour, Ottawa; and Major A. E. Wood, Head of Vocational Guidance and Vocational Training, National Employment Service of Canada, Ottawa.

Technical Advisers to Government Delegates: Mr. James Thomson, Deputy Minister of Labour for British Columbia, Victoria, B.C.; Mr. John K. Starnes, Department of External Affairs, Ottawa; and Mr. G. R. Currie, Industrial Relations Officer, Department of Labour, Vancouver, B.C.

Employers' Delegate: Mr. Harry Taylor, Canadian National Carbon Company, Limited, Toronto, Ont.

Technical Advisers to Employers' Delegate: Mr. H. W. Macdonnell, Manager, Legal Department, Canadian Manufacturers' Association, Toronto, Ontario; Mr. J. C. Adams, K. C., General Counsel, Central Ontario Labour Relations Institute, Toronto, Ontario; and Mr. Albert Deschamps, General Contractor and Engineer, Montreal, P.Q.

Workers' Delegate: Mr. Percy Bengough, President, Trades and Labour Congress of Canada, Ottawa.

Technical Advisers to Workers' Delegate: Mr. Norman Dowd, Executive Secretary, Canadian Congress of Labour, Ottawa; Mr. J. B. Ward, Secretary, Joint Legislative Committee, Railway Transportation Brotherhoods, Ottawa; and Mr. Romeo Ethier, General Treasurer, Canadian and Catholic Confederation of Labour, Montreal, Que.

Joint Secretaries to the Delegation: Miss Edith H. Hardy, Executive Assistant, ILO Branch, Department of Labour, Ottawa; and Mr. John Mainwaring, Assistant Editor of *The Labour Gazette,* Department of Labour, Ottawa.

None of the Provincial Governments were able to avail themselves of the opportunity to accompany the Canadian delegation as observers.

The agenda considered by the Conference comprised the following items:—

I. Director-General's Report;

II. Financial and budgetary questions;

III. Reports on the Application of Conventions;

IV. Employment service organization (second discussion) and Revision of the Convention concerning fee-charging employment agencies, 1933;

V. Vocational guidance (first discussion);

VI. Wages (first discussion):—
(*a*) General report,
(*b*) Fair wages clause in public contracts,
(*c*) Protection of wages;

VII. Freedom of association and protection of the right to organize (second discussion);

VIII. Application of the principles of the right to organize and to bargain collectively, collective agreements, conciliation and arbitration, and co-operation between public authorities and employers' and workers' organizations (first discussion);

IX. Partial revision of the Night Work (Women) Convention, 1919, and of the Night Work (Women) Convention (Revised), 1934;

X. Partial revision of the Night Work of Young Persons (Industry) Convention, 1919;

XI. Substitution for the provisions of the Night Work (Women) Convention (Revised) 1934, and of the Night Work of Young Persons (Industry) Convention, 1919, contained in the Schedule to the Labour Standards (Non-Metropolitan Territories) Convention, 1947, of the corresponding provisions of the revising Conventions now proposed; and

XII. Privileges and immunities of the International Labour Organization.

For each of these subjects a comprehensive report had been prepared by the International Labour Office and distributed in advance to the delegates for their information and study. A number of committees were set up to deal with these and other questions and Canada sought and secured representation on the following: Finance; Standing Orders; Resolutions; Application of Conventions; Employment Service Organization and Vocational Guidance; Wages; Freedom of Association; and Night Work. On the completion of their deliberations, these various committees submitted their reports to the full Conference, which discussed the proposals put forward before taking a final record vote on each Convention, Recommendation or Resolution suggested.

Ten plenary sittings were taken up in the discussion of the Director-General's Report, which surveyed and analyzed social and economic conditions during the past year and also outlined the activities of the Organization during the same period. Eighty-seven speakers participated in the discussion and exchanged views on the important questions summed up in the report, at the same time taking the opportunity of informing the Conference of conditions in their own countries. Amongst these speakers were two members of the Canadian delegation, Mr. Paul Goulet and Mr. Percy Bengough. During his address, Mr. Goulet informed the Conference that a recent series of amendments to the Canada Shipping Act would, among other things, enable Canada to ratify four of the Maritime Conventions adopted by the International Labour Conference at Seattle in 1946.

The Finance Committee (composed of one Government representative from each of the fifty-one countries represented), after scrutinizing the Budget of the Organization and the allocation of expenses among States Members for the 31st financial period ending December 31, 1949, presented its report to the Conference with a Resolution concerning the adoption of the Budget and the allocation of expenses. This resolution, with the Committee's Report, was

adopted by the Conference. The Budget totalled $5,215,539, Canada's share being $222,022.39, less credits of $33,531.04 in respect of 1947 surplus.

Perhaps the most important achievement of the Conference was its adoption of a Convention on Freedom of Association, which will require the governments ratifying it to make effective the right of workers and employers to form and join organizations of their own choosing. Other Conventions adopted concerned (1) the Organization of the Employment Service, which will require countries ratifying it to maintain free public employment services as part of their national programmes to help achieve full employment and to ensure the most effective use of their labour forces; (2) the revision of the Convention concerning the Night Work of Women employed in Industry; and (3) the partial revision of the Night Work of Young Persons (Industry) Conventions, 1919. A Recommendation was also adopted which was designed to supplement the provisions of the aforementioned Convention on the Organization of the Employment Service as well as those of the Employment Service Recommendation of 1944.

During the Conference, the triennial election of the new Governing Body took place, the last having been held in 1945. Prior to the balloting, it was decided that the eight states of chief industrial importance entitled to the eight non-elective seats were: the United States, the United Kingdom, France, India, China, Canada, Brazil and Belgium, but that this list should be reviewed before the next session of the Conference. In the election, the following countries were chosen to occupy the eight elective seats in the Government group of the thirty-two member body: Argentina, Australia, Cuba, Denmark, Italy, Peru, Poland and Turkey. The eight Employers' and the eight Workers' members were chosen by their respective groups. Mr. Harry Taylor was elected by the Employers' group as first Deputy Employers' member; and Mr. Percy Bengough was elected to the corresponding position among the Workers' members.

A full report of the proceedings of the Conference appears as a supplement to the December issue of *The Labour Gazette.*

Meetings of Industrial Committees of the ILO

Since their formation in 1945, the Industrial Committees of the ILO have played an increasingly important role in the work of the Organization. Made up of representatives of government, management and labour from the countries most directly concerned in the particular industry covered, these Committees have considered a wide range of problems applicable to each individual industry. To date eight committees have been established and have held meetings in both Europe and America.

During the year under review, four Industrial Committees held sessions, viz., Chemicals, Textiles, Petroleum and Building, Civil Engineering and Public Works. A brief note on each follows:—

Chemicals Industries Committee.—This was its first session and it was attended by representatives of fifteen countries who met in Paris, April 7-16, to discuss: (1) the special problems of the industries in the light of recent events and developments; and (2) conditions of employment and the organization of industrial relations in the chemical industries. The session achieved a number of practical results on such questions as a definition of the chemical industries, safety and hygiene, working hours, holidays with pay and overtime arrangements. This preliminary work will provide a solid basis for the future action of the Committee. The Government of Canada was represented by Mr. R. W. Crumb of the Department of Labour, Toronto, and Mr. Stanislas Picard of the National Employment Service, Quebec City. The Employers' delegates were: Mr. J. D. Converse, Canadian Industries Ltd., Montreal; and Mr. R. F. Cummings, Personnel Manager of Shawinigan Chemicals Ltd., Shawinigan Falls.

The Workers' delegates were: Mr. Silby Barrett, Director of the Canadian Chemical Division of the United Mine Workers of America, Toronto; and Mr. George Pay of the International Chemical Workers Union, Niagara Falls, Ont. (An account of the proceedings of this Committee will be found in *The Labour Gazette* for July, 1948, at pp. 718-721.)

Textiles Committee.—The Second Session of this Committee was held in Geneva from October 27 to November 5, and was attended by representatives of twenty countries. The Canadian Government was represented by Mr. G. E. Nixon, M.P., Sault Ste. Marie, Ont., and Mr. V. C. Phelan, Department of Labour, Ottawa. Delegates representing the Employers were: Mr. Harold G. Smith, President of Mohawk Mills Ltd., Hamilton; and Mr. J. T. Irwin, Industrial Relations Adviser to the Primary Textiles Institute, Toronto. The Workers' representatives were: Mr. John Robinson, Director of the Greater Hamilton Joint Board of the Textile Workers' Union of America, Hamilton, Ontario, and Mr. Gaston Ledoux, President of the National and Catholic Textile Federation, Granby, Que. The questions taken up by the Committee were: the action taken in the various countries in the light of the decisions of the first meeting; the steps taken by the International Labour Office to follow up the studies and enquiries proposed by the Committee at that meeting; employment problems, with special reference to recruitment and training; and industrial relations. The Committee adopted resolutions dealing with employment problems, vocational training, recruitment, welfare facilities, health and safety, industrial relations etc., which will be examined by the Governing Body. (A detailed account of this meeting will be found in the April, 1949 issue of *The Labour Gazette,* at pp. 416-419.)

Petroleum Committee.—The second session of this Committee took place in Geneva from November 10-19 and was attended by representatives from thirteen countries. The Government of Canada was represented by Mr. George E. Nixon, M.P., Sault Ste. Marie, Ontario, and Mr. R. H. Hooper, Industrial Relations Officer, Department of Labour, Winnipeg, Manitoba. The Employers' delegates were: Mr. W. Yalden-Thomson, Imperial Oil Co., Ltd., and Mr. R. F. Hinton, Shell Oil Co. of Canada Ltd., Toronto. The Workers' delegates were: Mr. D. J. Buchanan, Trades and Labour Congress of Canada, Toronto; and Mr. Elroy Robson, Canadian Congress of Labour, Ottawa. The principal items on the agenda were recruitment and training, safety, industrial relations, the 40-hour week, rest periods and minimum wages. The Committee adopted a number of resolutions on these questions which will be examined by the Governing Body at its next session. (A more detailed account of the meeting will be found in the March, 1949, issue of *The Labour Gazette* at pp. 261-265.)

Building, Civil Engineering and Public Works Committee.—This Committee held its Second Session from March 16 to 26, 1949, in Rome, Italy, with representatives from nineteen countries in attendance. The Canadian delegation comprised: Mr. J. Lorne MacDougall, Industrial Relations Officer of the Department of Labour, Ottawa, and Mr. J. McLeod of Toronto, representing the Government; Mr. John N. Flood, President of John Flood & Sons, Ltd., Saint John, N.B., and Mr. Harold G. Macdonald, President of H. G. Macdonald & Co., Ltd., Edmonton, Alberta, representing the employers; and Mr. J. Wolsey of the International Union of Elevator Constructors, Toronto, and Mr. Joseph Dorion, Vice-President of the Building Federation, Canadian Confederation of Catholic Workers, Quebec City, representing the workers. The Committee adopted resolutions concerning the general principles of industrial relations and labour-management co-operation in the building industry; vocational training in and recruitment for the construction industry; action by employers and workers with a view to promoting stability of employment in the construction industry and the establishment of an International Institute

for Building Loans. A resolution was also adopted requesting the Governing Body of the International Labour Office to examine the possibility of including in the agenda for the next session of the committee questions concerning stability of employment; safety, health and welfare; and the guaranteed weekly wage in the construction industry.

Technical Tripartite Conference on Safety Provisions in Factories

The purpose of this Conference, which was held in Geneva from September 27 to October 16, was to discuss and adopt, in its final form, a Draft Model Code of Safety Provisions for Factories for the Guidance of Governments and Industry, which was prepared by the International Labour Office with the assistance of the Correspondence Committee on Accident Prevention on which Canada has two representatives.

The Conference was composed of delegates from 25 countries, Canada being represented by three: Dr. Bertrand Bellemarre, Special Adviser to the Provincial Department of Labour of Quebec, who was the Government representative; Mr. R. B. Morley, General Manager of the Industrial Accident Prevention Association of Toronto, who was the Employers' Delegate; and Mr. Chester Jordan, Member of the International Brotherhood of Papermakers, Quebec City, who was the Workers' delegate.

Comprising more than 500 closely printed pages, the draft code was revised and extended by the Conference and brought to virtual completion. After considering the report of the Conference, the Governing Body authorized the International Labour Office to complete the code with the assistance of technical experts in certain fields. According to a decision of the Governing Body, the code will deal with X-rays and luminous materials, but not with radioactive substances.

In addition to examining the safety code, the Technical Conference requested the Governing Body to consider the "possibility and desirability" of having the ILO prepare a Convention "prohibiting the sale and hire of machinery and other equipment that is not properly protected." The Conference also asked the Governing Body to examine the possibility of instructing the ILO to prepare a draft model safety code for commercial establishments. All these suggestions will be considered by the Governing Body in due course. (An account of this Conference is given in the May 1949, issue of *The Labour Gazette* at p. 581.)

Preliminary Meeting of Technical Experts on Safety in Coal Mines

As a result of a recommendation by the Industrial Committee on Coal Mining, there was held in Geneva from January 31 until February 4 a small preliminary meeting of technical experts on safety in coal mines, representing the principal coal-producing countries, for the purpose of reviewing, and suggesting any necessary amendments to the Draft Model Code of Safety in Coal Mines prepared by the International Labour Office for a proposed preparatory technical conference in 1939, the holding of which was prevented by the world war. The Canadian expert was Mr. John Crawford, M.E., Chief Inspector of Mines in the Government of Alberta.

Draft recommendations relating to safety provisions for underground work in coal mines, together with many proposed amendments to the original draft model code, were carefully examined and discussed before being finally dealt with. The question of electrical regulations for coal mines and one or two other matters, were left over for further attention by the Preparatory Technical Meeting of Experts on Safety in Coal Mines which is expected to be convened sometime in the fall of 1949.

The Governing Body of the International Labour Office

The Governing Body consists of 32 members: 16 representing governments, 8 representing employers, and 8 representing workers. Six of the government members, two of the employers' members, and two of the workers' members must belong to non-European states.

Of the sixteen representing governments, eight are appointed by the Member States which have been designated as the eight states of "chief industrial importance," and eight are appointed every three years by the Member States selected for that purpose by the Government delegates to the International Labour Conference, excluding the government delegates of the eight chief industrial states. The eight countries at present holding the non-elective seats on the Governing Body by reason of their industrial importance are: the United States, the United Kingdom, France, India, China, Canada, Brazil and Italy. The eight elective seat-holders appointed at the last triennial election in San Francisco, in 1948, are Belgium, Argentina, Australia, Cuba, Denmark, Peru, Poland and Turkey.

Mr. Arthur MacNamara, C.M.G., LL.D., Deputy Minister of Labour, is the Canadian Government Representative on the Governing Body, and Mr. Percy Bengough, President of the Trades and Labour Congress of Canada, Ottawa, is a Deputy Member of the Workers' group. Canada has at present also a deputy member on the Employers' group in Mr. Harry Taylor, Canadian National Carbon Co., Toronto, Ontario.

Meetings during the Fiscal Year.—The Governing Body held four sessions during the fiscal year: its 105th in San Francisco from June 7 to 29; its 106th in the same city on July 8; its 107th in Geneva from November 29 to December 10; and its 108th in Geneva from February 21 to March 8. The various standing committees of the Governing Body (Employment, Finance, Allocations, Staff Questions, Standing Orders) held their meetings immediately before the Governing Body itself and presented their reports to it for attention. The Canadian Government was represented at all these sessions, which gave consideration to questions arising out of recent ILO meetings and to the reports of the various committees.

At its 105th session the Governing Body elected the new Director-General of the International Labour Office, Mr. David Morse, United States Assistant Secretary of Labour, being chosen to succeed Mr. Edward J. Phelan, who had reached retiring age. It also approved in principle the establishment of consultative relationships with the International Federation of Christian Trade Unions and the Inter-American Confederation of Labour.

Following the triennial elections of the Governing Body at the 31st Session of the International Labour Conference, the new Body met on July 8 for its 106th session with a short agenda and gave consideration to the appointment of various committees. As a result, Canada retained its membership on the Finance Committee, the Employment Committee, the Sub-Committee on Vocational Training in the American countries, the Committee on Periodical Reports on the Working of Conventions, the Allocations Committee, and the Correspondence Committee on Industrial Hygiene.

At its 107th Session, the Governing Body decided to expand the work of the Organization in the field of manpower; dealt with the agendas of the next two sessions of the General Conference; studied the work of a number of ILO committees; and made plans for future meetings. The proposals for the expansion of the ILO's manpower program on both a world-wide and regional scale, included the development of systems of training of supervisors within industry, the international exchange of trainees, sponsoring of training films, the convening of meetings of experts from European countries, and other measures related to

training, migration, employment service organization, and manpower generally. During this Session, Mr. C. A. L. Murchison, Unemployment Insurance Commissioner, Ottawa, was appointed as a member of the ILO's Committee of Experts on Social Security.

At its 108th Session, the Governing Body unanimously approved budget estimates for 1950, totalling $5,972,150, which it will recommend for adoption by the International Labour Conference at its 32nd Session in Geneva in June. It was decided that the next session of the Governing Body and its various committees would be held in Geneva from May 27 to June 2. Dates were also fixed for a number of other ILO meetings later in the year, including the Permanent Agricultural Committee; the Advisory Committee on Salaried Employees and Professional Workers; and the Tripartite Technical Conference on Safety in Coal Mines.

International Committees of the International Labour Organization

There are a number of international committees which have been set up to assist the Governing Body and the International Labour Office in their various tasks. They comprise: (*a*) standing committees of the Governing Body itself; (*b*) mixed committees on which the Governing Body is represented; and (*c*) committees of experts. Some of these bodies are especially qualified to represent the interest and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

Of the standing committees which have been appointed by the Governing Body, Canada is represented as a full or deputy member of the Committees on: Finance, Constitutional Questions, Employment, Standing Orders, and Allocation of Contribution Units.

Of the Committees on which the Governing Body is represented, Canada has membership on: the Committees of Experts on Social Security; the Permanent Agricultural Committee; Joint Maritime Commission; Advisory Committee on Juvenile Work; International Development Works Committee; and the Permanent Migration Committee; and on the Correspondence Committees on Accident Prevention, Industrial Hygiene and Women's Work.

Canada is also represented on the Committee of Statistical Experts; and on the Committee of Statistical Experts studying the question of the Eight States of chief industrial importance which under the Constitution form one-half the Government group on the Governing Body.

The Joint Maritime Commission.—This is the most important of the standing committees but is the only one which is not tripartite, Governments not being represented thereon. It consists of nine shipowners, nine seamen and two members of the Governing Body. It held its first session in 1920 and has been regularly consulted by the Governing Body on all matters of maritime interest ever since. Canadian shipowners are represented on the Commission at present by Mr. A. L. W. MacCallum, of the Shipping Federation of Canada, Montreal. Its fifteenth session was held in Geneva on November 26 and December 3.

In pursuance of a resolution adopted by the Commission at its previous session, the Governing Body convened a tripartite meeting to discuss, as the sole item on its agenda, the obstacles to ratification of the Conventions concerning Seamen which were adopted by the Maritime Session of the International Labour Conference in Seattle in 1946. This meeting, which was technically a *Subcommittee of the Joint Maritime Commission,* met from November 29 to December 3 and was attended by all members of the Commission and representatives of 19 of the 27 Governments which were invited to take part. The Canadian representative, Mr. V. C. Phelan of the Department of Labour,

Ottawa, was elected Chairman of the meeting. The Committee decided to recommend that four of these maritime Conventions (No. 70, Social Security for Seafarers; No. 72, Vacation Holidays with Pay for Seafarers; No. 75, Crew Accommodation; and No. 76, Wages, Hours and Manning) be revised in respect of a number of specific points and urged the Governing Body to place these matters on the agenda of the 32nd general session of the Conference to be held in Geneva in June, 1949.

The Permanent Migration Committee held its third session in Geneva from January 13 to 27, with representatives from twenty-four countries in attendance. Canada was represented by Mr. G. G. Congdon, Superintendent of Canadian Emigration, Department of Mines and Resources, London, England; and by Mr. S. H. McLaren, Executive Director of National Employment Service and Unemployment Insurance, Ottawa.

The Committee considered, in the light of present-day experience, needs for revision of an international Convention and two international Recommendations on Migration for Employment which were adopted by the ILO in 1939; migration for land settlement; and the movement of specialists and intellectual workers; preparation of a model migration agreement for the guidance of countries wishing to draw up bilateral agreements; and the specific problem of migrant labour in relation to the ILO's new manpower program.

The Committee made a number of important suggestions as to the immediate activities of the ILO in regard to migration, within the general framework of the ILO's manpower program, which called for decisions by the Governing Body. Its report on the revision of the Convention and two Recommendations of 1939, however, did not call for action by the Governing Body but was circulated to Governments as a basis for discussion of the question of Migration for Employment, which is one of the subjects on the agenda of the 32nd Session of the International Labour Conference to be held in Geneva in June, 1949.

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REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1950

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
KING'S PRINTER AND CONTROLLER OF STATIONERY
1950

Price, 25 cents

To His Excellency, Field Marshal the Right Honourable the Viscount Alexander of Tunis, K.G., G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., LL.D., A.D.C., Governor General and Commander-in-Chief of the Dominion of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour for the fiscal year ending March 31, 1950, all of which is respectfully submitted

HUMPHREY MITCHELL,
Minister of Labour.

REPORT OF THE

DEPUTY MINISTER OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1950

To The Honourable Humphrey Mitchell,
Minister of Labour.

Sir,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1950.

I have the honour to be, Sir,

Your obedient servant,

Arthur MacNamara,
Deputy Minister of Labour.

June 1, 1950.

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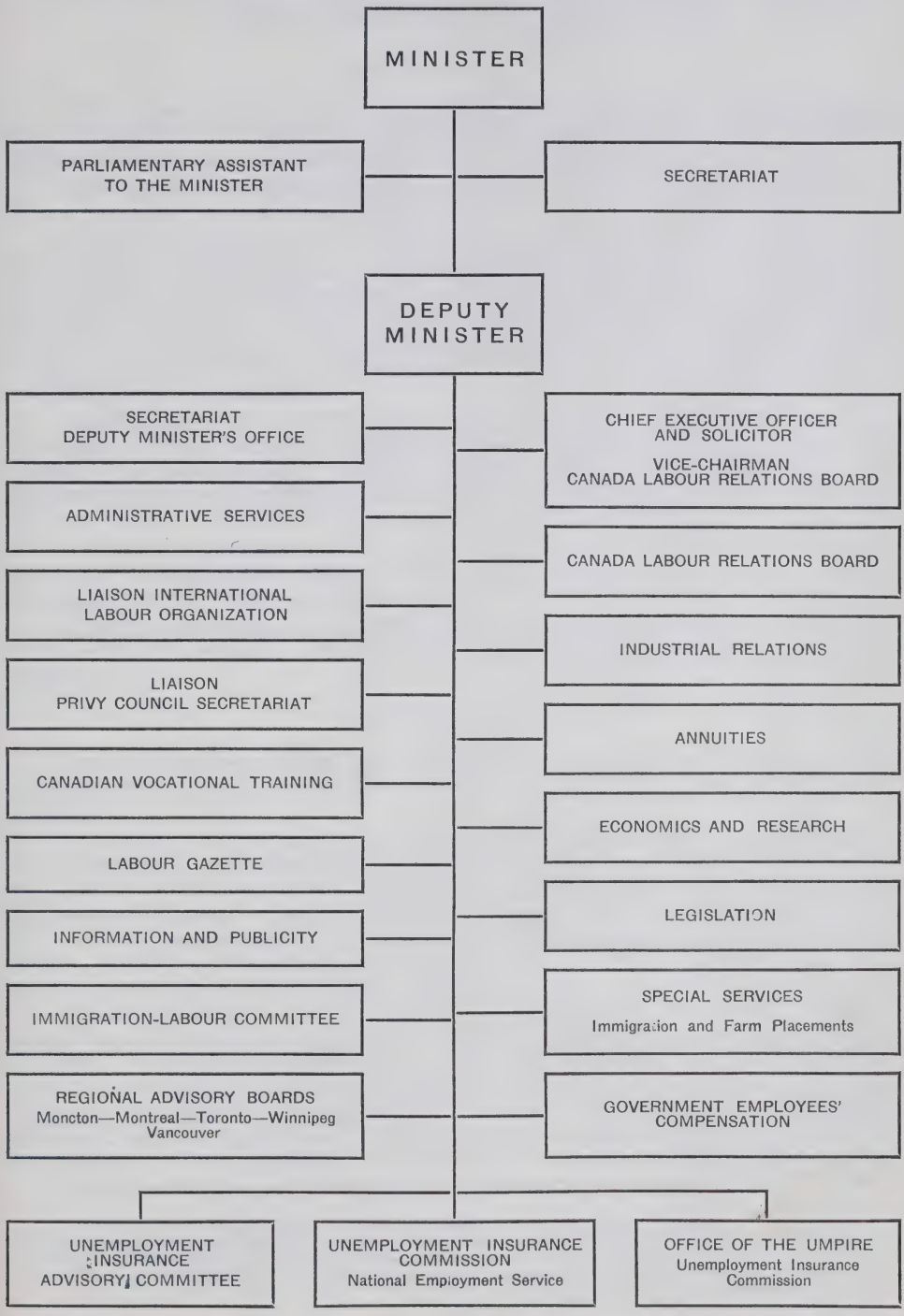

I.—OUTLINE OF ACTIVITIES OF THE DEPARTMENT OF LABOUR DURING THE FISCAL YEAR 1949-1950

INTRODUCTION

The Department of Labour was established in 1900 under the authority of the Conciliation Act passed in that year, the relevant provisions of which now appear in the Labour Department Act (R. S. C. 1927, Chapter 111).

The history of the Department has appeared in former Annual Reports and is not, therefore, repeated in this Report.

During the fiscal year the Department administered the following statutes: The Industrial Relations and Disputes Investigation Act; Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; Government Annuities Act; The Vocational Training Co-ordination Act, 1942; and the Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for building and construction and for equipment and supplies are enforced by the Department.

The Department was also responsible for the administration of a number of measures, such as Orders in Council dealing with special aspects and problems in the field of labour supply. During the fiscal year, the Department also became responsible for the administration of the Government Employees Compensation Act.

At March 31, 1949, there were 710 persons on the staff of the Department of Labour. At March 31, 1950, there were 754[1] persons on the staff, including 31 casual and per diem rate employees.

A brief reference to the activities of the Department during the fiscal year is given in this chapter. Detailed information will be found in the chapters which follow.[2]

Industrial Relations

Conciliation proceedings under the Industrial Relations and Disputes Investigation Act during the fiscal year under review directly affected some 137,000 employees.

Since the Act went into effect on September 1, 1948, the Minister of Labour has appointed Conciliation officers to deal with fifty-four disputes and Conciliation Boards to deal with twenty disputes not settled by Conciliation officers. Of the total of fifty-four disputes, twenty-six were settled by Conciliation Officers and five by Conciliation Boards, five lapsed, and twelve were pending March 31, 1950. While six of the disputes were not settled, conciliation proceedings failed to avert stoppages of work in only three cases.

During the fiscal year under review, the Department of Labour issued 1,778 Fair Wage Schedules as compared with 1,269 Schedules during the fiscal year 1948–49. The value of construction contracts subject to the "A" Conditions and of manufacturing contracts subject to the "B" Conditions reported to the Department as having been awarded during the year approximated $116,385,000 and $142,846,000 respectively. During the same period, the sum of $3,598.18 was collected from employers who had failed to pay the wages prescribed in Fair Wage Schedules, and adjustments were made in respect of 126 workers.

[1] This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined staffs (regular and casual) of which totalled 8,264 (regular and casual) at March 31, 1950, as compared with 7,733 (regular and casual) at March 31, 1949.

[2] A financial statement for the Department is given in the Public Accounts of Canada.

The Labour-Management Co-operation Service of the Industrial Relations Branch is responsible for the promotion of labour-management production committees in Canadian industry. On April 1, 1949, the number of labour-management production committees of which the Service had a record was 615. By March 31, 1950, this total had increased to 684.

Canada Labour Relations Board

The Canada Labour Relations Board, which is composed of equal numbers of representatives of organized labour and of employers' organizations, with an independent chairman, participates in the administration of the Industrial Relations and Disputes Investigation Act. Personnel of the Industrial Relations Branch of the Department also act as officers and staff of the Board.

During the fiscal year under review, the Board dealt with ninety-one applications for certification of bargaining agent, forty-seven of which were granted eighteen rejected and twelve withdrawn, the remaining fourteen being still under investigation at the close of the year. Representation votes were ordered by the Board in twelve cases. During the year the Board held twenty-six public hearings.

Unemployment Insurance Commission—National Employment Service

The Unemployment Insurance Commission publishes a report on all activities of the Commission during the year. The report includes information in detail on the operations of the National Employment Service.

Canadian Vocational Training

The Training Branch of the Department of Labour is responsible for carrying out the various types of training included under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942. These training activities are all carried out in co-operation with the provinces.

The training of veterans has ceased to be a major activity. Although authority for this training was in effect in all provinces, no veterans were approved for it in Prince Edward Island or Saskatchewan.

There has been an increase in the training of unemployed persons and apprentice training has proceeded satisfactorily in most provinces. Youth training was carried out in all provinces except Newfoundland, and assistance was given to students at universities and nurses-in-training. Training for the army was provided in five provinces. Although the numbers trained in the different schools and training centres which co-operated were not large, the Department has been assured that the provision of this training is of great assistance to the army authorities.

Construction work carried out under the Vocational Schools' Assistance Agreement, which is designed to develop and extend vocational training on the secondary school level, proceeded very satisfactorily. Although costs remained high, seventeen building projects, which were carried out partly with Federal funds, were completed. Fourteen others were under construction on March 31, 1950.

A separate Vocational Schools' Assistance Agreement was entered into with Newfoundland, providing for an annual grant of $10,000, unmatched by the province, an annual allotment of $55,800, and an amount of $292,250 for capital expenditures on vocational school buildings and equipment. Both these latter amounts require to be matched by provincial contributions.

The Vocational Training Advisory Council met on two occasions during the year to discuss training matters and advise the Minister regarding the training program generally.

Government Annuities Act

From September 1, 1908, the date when the Act became operative, to March 31, 1950, 292,978 individual contracts and certificates were issued, and net receipts totalled $593,302,704.51.

During the fiscal year under review, 21,078 contracts and certificates were recorded, with net receipts amounting to $63,133,241.57. Group contracts in effect at the end of the fiscal year numbered 846 with 121,986 registrants.

Agriculture, Forestry and Placement of Immigrant Workers

The demand for farm labour during the fiscal year 1949–50 was not as great as in the previous year but nevertheless workers were not available within Canada in sufficient numbers to meet requirements and it was found necessary after discussions with the provinces to bring displaced persons to Canada for work in agriculture. To meet seasonal requirements, it was also again necessary to arrange for movements of farm workers from various sections of Canada to meet labour shortages in other areas. As in the past, the railways assisted in inter-provincial movements of workers by authorizing reduced fares.

There were also three movements of an international character. Potato pickers from the Provinces of Quebec and New Brunswick were moved to the State of Maine and sugar beet workers from Saskatchewan went to Montana to help meet a shortage there. Tobacco curers from the United States were brought into Ontario to help with the harvest.

The Polish veterans who arrived in Canada in 1947 completed their undertaking to remain in agricultural employment for two years during the fiscal year under review and were granted certificates of completion of contract. Information on hand indicates that quite a large proportion of the Polish veterans are still employed in agriculture although many others are now engaged in other activities.

Agreements again were entered into with the provinces under the Dominion Provincial Farm Labour program to assist the provinces in meeting their farm labour requirements. Operations under these agreements went a long way in utilizing to the fullest extent available manpower in agriculture and other related industries.

The Immigration Labour Committee which was established in March 1947, to advise on group immigration of displaced persons and other selected group immigration projects, continued to operate during 1949–50. Representation on the Committee consisted of officers of the Departments of Citizenship and Immigration, Labour, External Affairs, Health and Welfare, the Unemployment Insurance Commission (National Employment Service) and the International Refugee Organization. The Deputy Minister of Labour is Chairman of the Committee. During the year the Committee held fourteen meetings and authorized group movements which provided for the admission of 6,143 immigrants. Arrivals under this authority and previous authority for group movements totalled 11,119 workers during the fiscal year.

Technical Personnel Division

The Technical Personnel Division maintains a roster of the scientists and engineers in Canada, there being some 49,000 individual records on file at the end of the fiscal year. From these records and related data, the Division furnished information to Government Departments, industries and others interested in the details of this section.

In employment matters involving technical personnel and others with university training, the Division acts in an advisory capacity. Under this heading two special phases of its work have to do with employment of university students, many of whom are veterans, and the preparation of counselling for the prospective students.

Economics and Research

During the year, the Economics and Research Branch, formerly the Research and Statistics Branch, continued to assemble, analyze and prepare for publication many types of information and studies concerning labour matters.

The work of the Branch has been increasingly concentrated on the analysis and collation of material. In general, activities concerned wage rates and hours of labour, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupational descriptions and trends, conditions prevailing in the labour market on an industrial and geographical basis, and employment forecasts.

Numerous special and continuing research studies were undertaken, the results of which were made available in the form of special reports or through publication in *The Labour Gazette.*

The Labour Gazette

During the fiscal year under review, *The Labour Gazette* published information on labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, labour management co-operation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of members of the armed forces, industrial health and accidents, Canadian Government Annuities, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the Provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the Canada Labour Relations Board.

Proceedings of the International Labour Organization and the Eighty-first Annual Conference of the British Trade Union Congress and the inaugural meeting of the International Confederation of Free Trade Unions received comprehensive coverage. There were occasional articles on economic stabilization, post-war reconstruction, social security, and related matters from other government departments.

The Information Branch

In keeping with the policy of the Department to inform the public, not only in regard to the legislation which it administers, but also on the activities of the several branches of the department, 200 news releases were issued by the Information Branch during the year.

Legislation Branch

During the year under review, as formerly, information concerning labour legislation in Canada and other countries was made available through special publications and through articles in *The Labour Gazette.* A consolidation of all labour legislation in effect on December 31, 1948, was completed and will be distributed shortly. The annual mimeographed pamphlets, *Workmen's Compensation in Canada: A Comparison of Provincial Laws, and Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-Day and Workmen's Compensation,* were issued during the year.

The Library

The Library served, as in former years, as an information center for agencies of governments, industry, universities, and labour unions in Canada, as well as abroad. In addition many enquiries were received during the year from individuals interested in labour matters.

Re-Establishment of Ex-Service Personnel

The chief functions of the Department of Labour in the re-establishment of ex-service personnel were to assist ex-service personnel in returning to their former employment, to place them in new employment, or to provide training facilities to enable them to acquire special skills before seeking employment. In carrying out this program, the Department of Labour was made responsible for the administration of the Reinstatement of Civil Employment Act, 1942, and the provision of special services within the National Employment Services for the placement of ex-service personnel, and for providing vocational and pre-matriculation training.

During the fiscal year the numbers of veterans seeking rehabilitation training continued to decline steadily. With the exception of veterans still in training the task of rehabilitating Canadian veterans has passed the stage in which volume is a predominant feature. It has now assumed the form of a specialized and continuing program to deal with those whose war service has created problems special to them and difficult to solve, even during a period of high employment.

The Veterans Placement Division of the National Employment Service co-operates with the Department of Veterans Affairs in matters concerning the re-establishment of ex-service personnel and, together with the Special Placements Division and the Executive and Professional Division, has been successful in placing many in employment. During the past fiscal year, considerable attention was given to the problem of employment for veterans over forty-five.

Re-Establishment of Japanese

The work of the Department in the re-establishment of persons of Japanese origin from the Pacific Coast was successfully concluded during the fiscal year 1948–49. During the fiscal year 1949–50 the Department had the responsibility for administering agreements entered into by the Federal Government with each of the Provinces concerned.

International Labour Office

The Department of Labour, as the official liaison agent between the Government and the International Labour Organization, is called upon to maintain close relations not only with the Departments of External Affairs, Transport, Health and Welfare, and other Government Departments concerned from time to time but also with the various Provincial governments in connection with the important responsibilities arising out of Canadian membership in the organization.

During the fiscal year under review the International Labour Conference held its Thirty-second Session; and five of the eight Industrial Committees of the International Labour Organization held meetings; an American Regional conference was held; and three sessions of the Governing Body were held at which Canada was represented. Delegates also attended two meetings of a conference on labour statistics, one on social security, and one on industrial diseases.

II.—INDUSTRIAL RELATIONS

INTRODUCTION

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948, and thus the year under review was the first in which the provisions of the Act were in full force and effect over the period of a complete fiscal year. Accordingly, the tables contained in this chapter analyzing proceedings under the Act give the first comprehensive picture of the extent to which the principles embodied in the Act have been utilized.

By Order in Council P.C. 4639 of September 13, 1949, it was provided that The Industrial Relations and Disputes Investigation Act and the Conciliation and Labour Act should come into force in the Province of Newfoundland with effect as from September 19, 1949.

The Industrial Relations and Disputes Investigation Act[1]

The Act in its legislative principles combines the long-tested cooling-off, investigation and conciliation features of The Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proven their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and for employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements, and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, the taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

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[1] For a review of the provisions of the Act, its application to industries within Dominion jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette*, November, 1948, pp. 1255–61, and also the Annual Report of the Department of Labour for the fiscal year ending March 31, 1948, pp. 18–24. The latter material deals with the similar provisions of the Act while in Bill form.

10. The appointment of Industrial Inquiry Commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the Dominion legislation in the application thereof to any industry.

The Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlements of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative labour relations board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour Under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of Conciliation Officers, Conciliation Boards, Industrial Inquiry Commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the Chapter entitled "Canada Labour Relations Board".

Regulations Under the Act

The Industrial Relations and Disputes Investigation Regulations, made pursuant to Section 67 of the Act and given effect through Order in Council P.C. 4682 of October 22, 1948, prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of Conciliation Officers and Conciliation Boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

For the complete text of the Regulations under the Act, see *The Labour Gazette*, January, 1949, pp.55-7.

Conciliation Functions of the Industrial Relations Branch

The conciliation work of the Industrial Relations Branch stems from two pieces of legislation, namely The Industrial Relations and Disputes Investigation Act and The Conciliation and Labour Act (Chap. 110, R.S.C. 1927), which are described elsewhere in this chapter.

Conciliation procedures are provided by The Industrial Relations and Disputes Investigation Act to assist parties to conclude a collective agreement or to facilitate the renewal or revision of an existing collective agreement. Generally speaking, unless the Minister of Labour directly intervenes and initiates conciliation proceedings, certain requirements of the Act must be complied with before formal conciliation procedures may be invoked. The appointment of Conciliation Officers may, if settlement is not obtained, be followed by the establishment of a Board of Conciliation and Investigation. Conciliation Officers may also be required under this Act to investigate and report to the Minister in connection with any written complaint made by a person claiming to be aggrieved because of any alleged violation of the Act.

Conciliation of a more informal or general nature may also be invoked under the provisions of The Conciliation and Labour Act. There is no jurisdictional limit expressed in this Act, but normally Federal intervention under its provisions is restricted to industries over which the Dominion Government has constitutional jurisdiction. In industries which are clearly within provincial jurisdiction, conciliation or arbitration services are provided by the Industrial Relations Branch only upon the joint request of the parties, and upon the express request or consent of the provincial authorities concerned.

Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act

Sections 16 and 17 of The Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a Conciliation Officer to confer with the parties and attempt to effect an agreement. If a Conciliation Officer reports failure to bring about the settlement of a dispute, the Minister may appoint a Board of Conciliation and Investigation. The Act also provides that the Minister may appoint a Conciliation Board without prior reference to a Conciliation Officer, but the normal practice is the appointment of a Conciliation Officer in the first instance.

When a Conciliation Board is appointed, each party to the dispute is invited to nominate one person for appointment to the Board. The two members so appointed are then requested to recommend a third person for appointment as Chairman. If they fail to agree, the Minister selects the Chairman.

The first duty of a Board of Conciliation and Investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year, the Minister appointed twenty-seven Conciliation Officers under section sixteen of The Industrial Relations and Disputes Investigation Act, and in 7 other cases Conciliation Officers appointed before April 1, 1949, continued to function. In thirteen of these thirty-four cases a settlement of the dispute was effected by the Conciliation Officer; in thirteen cases the Conciliation Officer was not able to settle the dispute and recommended the appointment of a Board of Conciliation and Investigation; in 2 cases the dispute lapsed or was called off, so that no further action was required; and in the remaining 6 cases the Conciliation Officer was still functioning at the end of the fiscal year.

In the same period, the Minister appointed twelve Boards of Conciliation and Investigation under Section 17 of the Act. Reports were also received from 3 Boards established during the previous fiscal year, and files were closed in 3 other disputes in which the parties were on March 31, 1949, still giving consideration to the recommendations contained in the reports of Boards. In respect of these eighteen cases, settlements on the basis of Board's reports were secured in 5 disputes by the end of the fiscal year; 4 disputes were not settled; 3 disputes lapsed or were called off; the Board's reports in 2 cases were still being considered by the parties on March 31, 1950; and 3 Boards were still functioning at the end of the fiscal year. A strike occurred in only 1 of the 4 disputes referred to Boards during the year which were not settled.

One of the most important disputes with which the Department of Labour was concerned during the fiscal year involved a strike called late in March, 1949, by the Canadian Seamen's Union, of seamen employed aboard the vessels of some twenty East Coast deepsea dry cargo shipping companies and the Canadian flag passenger vessels owned by Canadian National (West Indies) Steamships, Ltd., and Canadian Pacific Steamships, Limited.

Disputes involving various East and West Coast deepsea dry cargo shipping companies and the two East Coast companies operating passenger vessels had been separately considered by two Boards of Conciliation following lengthy direct negotiations between the Canadian Seamen's Union and the various employers and following the unsuccessful efforts of a Conciliation Officer to effect settlements.

The two Conciliation Boards were composed of the same members, having the Honourable Mr. Justice J. O. Wilson of the Supreme Court of British Columbia, Vancouver, as Chairman, and Messrs. Theodore Meighen, K.C. and John Kerry, K.C., both of Montreal, as members appointed on the nomination of the employers and union respectively.

The disputes arose during negotiations for the renewal of the 1947–48 collective agreements between the parties.

The Conciliation Board dealing with the dry cargo shipping dispute reported that the ship owners and the union were in wide disagreement as to the terms of a new agreement, at least half of the numerous provisions relating to wages and working conditions being in dispute. The Board reported that it was not able to resolve these difficulties, but was itself able to arrive at unanimous recommendations as to the provisions of the collective agreement, having in mind the importance to the nation, to the ship owners, and to the seamen, of an amicable solution to the dispute.

In respect of the dispute involving Canadian National (West Indies) Steamships, Ltd., and Canadian Pacific Steamships, Ltd., the Conciliation Board reported that the questions involved were largely the same as those considered in the dry cargo dispute. Although the Board was not successful in promoting a settlement, it was able to present unanimous recommendations to the parties.

On February 28, the dry cargo shipping companies announced, through their Association, acceptance of the recommendations of the Board. The Canadian Seamen's Union on the other hand, on March 28 officially rejected the Board's major recommendations, stating that they would result in discrimination against the union members in hiring, and a reduction in take-home pay.

Prior to this development, the executive of the Canadian Seamen's Union attempted to negotiate a settlement on terms different from those contained in the Board's report and, failing in this action, adopted the policy of having crews of vessels stage "sit-in" strikes as vessels arrived in port. The first strike action was taken on March 21, against the S. S. *Lady Rodney*, owned by Canadian National (West Indies) Steamships Ltd., and subsequently other vessels were similarly immobilized on arrival at the Port of Halifax. The owners of these ships obtained a court order requiring the crews to leave the vessels and proceeded to man them with members of the Seafarers' International Union of North America (A.F.L.). At the same time most of the other ship owners took similar action.

On March 31, the Canadian Seamen's Union called a general strike tying up, in addition to ships in Canada, a number of vessels in ports in Great Britain and other European countries, in the West Indies, in South Africa and in Australia and New Zealand.

At the same time the Canadian Seamen's Union was successful in gaining a certain amount of sympathetic strike action by longshoremen and dock workers in certain ports abroad, and in Saint John, N.B., and in British Columbia. In

many cases this action on the part of longshoremen and dock workers was not officially supported by the organizations concerned and the workers at Saint John and in British Columbia soon decided to carry out their contract with the ship owners and work all ships.

On the West Coast, while certain vessels owned by East Coast dry cargo companies were tied up by strike action, the Pacific Coast Division of the Canadian Seamen's Union reached an understanding on April 22 with three out of six of the deepsea dry cargo shipping operators, who were party to the 1948 agreement, whereby the provisions of that agreement would be continued in force until October 15, 1949.

In the latter part of April the Minister of Labour issued a statement explaining that the strike was lawful under The Industrial Relations and Disputes Investigation Act in so far as it affected vessels in Canadian ports, but that, at the same time, the employers had the right to lock out their employees following a lapse of seven days from date of the receipt by the Minister of the Conciliation Board's report.

Two weeks later the Ministers of Labour and Transport made a joint public statement calling to the attention of the public and the seamen concerned that stoppage of work abroad in disobedience of the orders of the Master of a vessel were in violation of the Canada Shipping Act.

On May 16 the Minister of Labour issued a further statement, addressed to trade unions and interested citizens, giving the facts of the dispute. The statement was made in view of the many "extravagant, misleading and incorrect" statements then circulating in connection with the dispute.

Approximately ninety vessels were affected at one time or another during the summer by the tie-up, and at the height of the strike action approximately seventy-five vessels were immobilized at one time. As weeks passed, however, the ship owners were successful in replacing struck crews, both in Canada and in ports abroad, by members of the Seafarers' International Union. By the middle of July sixty-eight East Coast Canadian flag ships manned by Seafarers' International Union were at sea or being worked in port in the normal manner.

Fourteen of the seventeen ships tied up at this time were in ports abroad. The position of the Canadian Seamen's Union in these ports, located mainly in Great Britain, Australia, New Zealand, and South Africa was strengthened by reason of the continued support by communist inspired sympathetic strike action on the part of dock workers.

During July certain emergency measures were adopted in the United Kingdom making it an offence to impede the working of any vessel used in essential services. Shortly after this action by the United Kingdom authorities the rank and file dock workers in the port of London voted to resume work on all vessels. Their example was soon followed by dock workers elsewhere in the United Kingdom. At the same time the Canadian Seamen's Union called off their strike in British ports.

On July 27, following the termination of the strike in the United Kingdom, the Department of Labour was advised that a "rank and file negotiating committee" of the Canadian Seamen's Union had been elected and authorized to negotiate a strike settlement. The committee was subsequently granted an interview in which the Deputy Minister of Labour reiterated his previous statement that if the union's officers would give a guarantee in writing that the strike would be called off he would be glad to discuss arrangements with the employers with a view to getting all ships returned to service. However, the committee confirmed the position previously taken by union officials that the strike outside the United Kingdom would be continued until a settlement had been negotiated. The Department's representatives then indicated in reply that there was nothing further to be said.

Although the union took the stand that the strike would be continued outside the United Kingdom, for all practical purposes it was a strike in name only since by the middle of August only two ships were tied up as a result of the strike. By the middle of September no Canadian flag ships were tied up anywhere in the world and on October 20 the end of the strike was officially announced by the Canadian Seamen's Union.

A development which no doubt had an important bearing on the outcome of the shipping dispute was the suspension on June 3 of the Canadian Seamen's Union from the Trades and Labour Congress of Canada by a special committee of the Congress. The Congress itself upheld the suspension and voted to expel the Canadian Seamen's Union at its annual convention at Calgary in September.

Two other important disputes which engaged the attention of the Department of Labour during the year arose out of demands made upon various Canadian Railway systems for wage increases and shorter hours of work by two groups of railway unions. One dispute involved fifteen international labour railway organizations, acting through a joint negotiating committee on behalf of some ninety thousand workers in the non-operative trades, and the Canadian National Railways, the Canadian Pacific Railway Company, the Ontario Northland Railway, and the Toronto, Hamilton and Buffalo Railway Company. The second dispute affecting some thirty-five thousand employees, involved the Canadian Brotherhood of Railway Employees and Other Transport Workers, the Brotherhood of Express Employees, and the Canadian National Railways, the Canadian Pacific Railway Company, and the Ontario Northland Railway.

The demands of the international unions were for a five-day, forty-hour week without a reduction in take-home pay, and for a general wage increase of seven cents per hour. The demands of the Canadian Brotherhood of Railway Employees and Other Transport Workers and the Brotherhood of Express Employees were for a five-day, forty-hour week, with no reduction in take-home pay, a general wage increase of ten cents per hour, and the check-off of regular monthly union dues whether or not the employees concerned were members of the Brotherhoods.

The demands by the unions were first made on the companies in the month of June, 1949, and direct negotiations between the parties continued throughout the summer.

On September 27 the Minister of Labour received a request, pursuant to the provisions of Section 16 of The Industrial Relations and Disputes Investigation Act, for the appointment of a Conciliation Officer to deal with the dispute involving the international unions. Early in October the Minister complied with the request and appointed Mr. M. M. Maclean, Director of Industrial Relations, and Mr. H. R. Pettigrove, Industrial Relations Officer, to confer with the parties and to assist them in their collective bargaining.

On October 12 the Minister of Labour received a similar request from the Joint Negotiating Committee representing the Canadian Brotherhood of Railway Employees and Other Transport Workers and the Brotherhood of Express Employees. The Minister extended the conciliation services of the Department and appointed Messrs. Maclean and Pettigrove as Conciliation Officers to confer with the parties.

During the month of October the Minister received a report from the Conciliation Officers stating that their efforts were not successful and that the parties were still in fundamental disagreement upon all issues, and on October 28 the Minister established Boards of Conciliation and Investigation to deal with the two disputes.

The Honourable Mr. Justice J. O. Wilson, of the Supreme Court of British Columbia, was appointed as Chairman of each of the Conciliation Boards. The Chairman was appointed by the Minister in the absence of joint recommendations from the other members of each of the Boards.

In the dispute affecting the fifteen international organizations the Minister appointed Mr. Isaac Pitblado, K.C. of Winnipeg, and Mr. Alfred J. Wickens, K.C. of Moose Jaw, on the nominations of the employers and unions respectively.

In the dispute affecting the Canadian Brotherhood of Railway Employees and other Transport Workers and the Brotherhood of Express Employees, the Minister appointed Mr. T. R. Meighen, K.C., and Mr. J. A. Coote, both of Montreal, on the nomination of the employers and employees respectively.

The two Conciliation Boards met during the month of January, 1950, for preliminary hearings and then adjourned until the end of the month of February. The Boards were still sitting at the end of the fiscal year.

A fourth important dispute involving the Conciliation services of the Department during the year was that between Polymer Corporation Limited, Sarnia, Ont., a Crown Corporation in the right of the Government of Canada, and Local 14, United Gas, Coke and Chemical Workers of America, affecting some 1,300 employees.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF CASES, FOR THE FISCAL YEAR AND FROM INCEPTION OF THE ACT

—	April 1, 1949 to March 31, 1950		September 1, 1948, to March 31, 1950	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by Conciliation Officers at beginning period	7	2,207	.....	.....
Disputes referred to Conciliation Officers	27	134,565	54	147,004
Total	34	136,772	54	147,004
Disputes settled by Conciliation Officers	13	6,638	26	11,660
Disputes not settled by Conciliation Officers	13[1]	128,344	20	133,554
Disputes which lapsed; no further action required	2	118	2	118
Disputes being dealt with by Conciliation Officers at end of period	6	1,672	6	1,672
Total	34	136,772	54	147,004
Disputes being dealt with by Conciliation Boards at beginning of period	3	145	.....	.....
Disputes in which parties were considering Conciliation Board recommendations at beginning of period	3	456	.....	.....
Disputes referred to Conciliation Boards	12[1]	128,344	20[3]	133,595
Total	18	128,945	20	133,595
Disputes settled by Conciliation Boards	5	1,520	5	1,520
Disputes not settled by Conciliation Boards	4[2]	248	6[4]	4,898
Disputes which lapsed; no further Board action required	3	240	3	240
Disputes in which parties were considering Conciliation Board recommendations at end of period	2	1,447	2	1,447
Disputes being dealt with by Conciliation Boards at end of period	4	125,490	4	125,490
Total	18	128,945	20	133,595

[1] One Conciliation Board was appointed to deal with two disputes which had not been settled by a Conciliation Officer.

[2] In one case a strike was not averted by the conciliation procedure.

[3] One Conciliation Board was appointed to deal with a dispute not settled by a Conciliation Officer appointed under the Wartime Labour Relations Regulations.

[4] In 3 cases, strikes were not averted by the conciliation procedure.

The dispute arose out of negotiations for the revision of wage rates, in accordance with an "open-end" wage clause in the existing agreement.

In compliance with a request from the union the Minister appointed F. J. Ainsborough as Conciliation Officer on August 17 to confer with the parties.

On September 26 the Minister received the Conciliation Officer's report stating that he was unable to effect an agreement, and on September 27 established a Board of Conciliation and Investigation.

The Conciliation Board was composed of His Honour Judge M. A. Miller, Cobourg, Ontario, as Chairman, and Mr. G. C. Richardes, Windsor, Ontario, and Mr. G. H. Bates, Niagara Falls, Ontario, appointed by the Minister on the nominations of the company and union respectively.

The Board submitted its report to the Minister on February 28, 1950 and following receipt of the report of the Board the Union announced that it had rejected the Board's recommendation and had voted to strike.

The Department again intervened to assist the parties in reaching a settlement and an officer of the Department succeeded in persuading the disputants to submit their differences to arbitration.

Following advice from the parties that they were unable to agree upon the choice of an arbitrator, the Minister of Labour appointed the Honourable Mr. Justice G. A. Gale, of the Supreme Court of Ontario, to arbitrate the dispute. Mr. Justice Gale had not submitted his findings to the parties at the end of the fiscal year.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY CATEGORIES OF WORKS OR UNDERTAKINGS, FOR THE FISCAL YEAR AND FROM INCEPTION OF THE ACT

—	April 1, 1949, to March 31, 1950		September 1, 1948, to March 31, 1950	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Transportation—				
Water	8	5,916	15	14,325
Railroad	6	124,265	6	124,265
Highway	5	812	6	833
Air	1	90	2	93
Total	20	131,083	29	139,516
Communications—				
Telegraph	3	263	3	263
Telephone	.....	.....	.....	.....
Radio	.....	.....	1	5
Total	3	263	4	268
Miscellaneous—				
Other Interprovincial and International	6	1,464	7	1,564
Works "for general advantage"	2	431	2	431
Yukon and Northwest Territories	3	950	5	1,600
Crown Corporations	6	3,182	8	3,666
Total	17	6,027	22	7,261
GRAND TOTAL	40	137,373	55[1]	147,045

[1] One conciliation Board was appointed to deal with a dispute affecting 41 employees, not settled by a Conciliation Officer appointed under the Wartime Labour Relations Regulations.

OTHER PROCEEDINGS BEFORE THE MINISTER OF LABOUR UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT

Complaints to the Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received no complaints under Section 43 of The Industrial Relations and Disputes Investigation Act during the period from April 1, 1949, to March 31, 1950, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1950, the Minister of Labour received 5 complaints under Section 43 of The Industrial Relations and Disputes Investigation Act alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement. The Minister referred all five complaints to the Canada Labour Relations Board for investigation. (For results, see Chapter III on Canada Labour Relations Board).

Applications to the Minister of Labour for Consent to Prosecute

The Minister of Labour received no applications for consent to prosecute under Section 46 of the Act during the period from April 1, 1949, to March 31, 1950. One application, reported as pending on March 31, 1949, lapsed during the fiscal year.

During the period from September 1, 1948, to March 31, 1950, the Minister of Labour received three applications for consent to prosecute under Section 46 of The Industrial Relations and Disputes Investigation Act. Consent was granted in one case and refused in one case. The third application was allowed to lapse.

Complaints to the Minister of Labour of Violations of Provisions of the Industrial Relations and Disputes Investigation Act

Under Section 44 of The Industrial Relations and Disputes Investigation Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a Conciliation Officer or by an Industrial Inquiry Commission.

One complaint under Section 44 was made to the Minister of Labour during the period from April 1, 1949, to March 31, 1950. The Minister appointed an Industrial Inquiry Commission under Section 56 of the Act, comprising a single Commissioner, to investigate the complaint.

During the period from September 1, 1948, to March 31, 1950, two complaints under Section 44 were made to the Minister of Labour. In one case the Minister appointed an Industrial Inquiry Commission under Section 56 of the Act to investigate the complaint and in the other case the complainant allowed the matter to lapse during the preliminary proceedings.

Industrial Inquiry Commissions Under the Industrial Relations and Disputes Investigation Act

Under Section 56 of the Act the Minister of Labour is empowered to appoint an Industrial Inquiry Commission in order to make any inquiries he thinks fit regarding industrial matters, and, in particular, may require such Commissions to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

As indicated above, one complaint under Section 44 of the Act was made to the Minister of Labour during the fiscal year under review, and the matter was referred by the Minister to an Industrial Inquiry Commission. The appointment of the Commission was the only one of its kind since the inception of the Act.

CONCILIATION PROCEEDINGS UNDER THE CONCILIATION AND LABOUR ACT

The Conciliation and Labour Act of 1906 (Chap. 110, R.S.C., 1927) is a consolidation of the Conciliation Act of 1900 and the Railway Labour Disputes Act of 1903. It is a permissive piece of legislation, and its fundamental provision authorizing the Minister of Labour to appoint conciliation officers whose services may be placed at the disposal of either or both parties to a dispute, has been of great value in the early stages of industrial disputes before a stoppage of work has occurred, and in composing differences which have resulted in a strike or lockout.

Among other provisions, the Act provides that, upon the application of both parties to a dispute, the Minister of Labour may appoint an arbitrator or an arbitration board. Special provisions applying to the Crown as well as private companies relate to disputes affecting railway employers and their employees, authorizing the Minister to establish committees of conciliation, mediation and investigation; and, in case the conciliation committee is unable to effect an amicable settlement by conciliation or mediation, the Minister may refer the dispute to arbitration. In practice, the function of the Act relating to railway disputes is now more adequately performed by the operation of The Industrial Relations and Disputes Investigation Act.

For the purpose of administering The Conciliation and Labour Act and other legislation the Department maintains an Industrial Relations Branch. The headquarters of the Branch, comprising a Director of Industrial Relations and staff, is located at Ottawa. Other Industrial Relations Officers are stationed at Vancouver, Winnipeg, Toronto, Montreal, Fredericton, N.B., and St. John's, Nfld.

During the fiscal year ending March 31, 1950, officers of the Industrial Relations Branch dealt with 18 industrial disputes under the provisions of the Conciliation and Labour Act. The disputes involved 15,050 workers employed in 54 separate establishments. In the previous fiscal year, 18 disputes were handled under the Conciliation and Labour Act, and 14,860 workers employed in 126 separate establishments were involved.

A statistical analysis of the disputes which received attention during the fiscal year 1949--50 under the provisions of the Conciliation and Labour Act is given below.

INDUSTRIES		
Mining		
Coal mining	4	
Metal mining	1	5
Manufacturing		
Vegetable foods	1	1
Construction		
Buildings and structures	2	2
Transportation and public utilities		
Railroad	1	
Water	4	
Electric railways and local bus lines	2	
Air	1	8
Service		
Public administration	2	2
		18

NATURE OF DISPUTE OR SITUATION		
Strike or lockout	1	
Threatened strike	2	
Controversy	9	
Arbitration	5	
Technical Services	1	18
PREDOMINANT CAUSE OR OBJECT		
Increase in wages	1	
Increase in wages and other changes	1	
Increase in wages and union recognition	1	
Other causes affecting wages and working conditions	3	
Recognition of union	1	
Union jurisdiction	1	
Other union questions	2	
Discharge of workers (other than in connection with union questions, and including refusal to reinstate)	2	
Employment of particular persons (other than in connection with union questions)	1	
Sympathetic	1	
Unfair practices	1	
Unclassified	3	18
DISPOSITION		
Strike terminated by mediation or other Departmental action	1	
Threatened strike averted by mediation or other Departmental action	2	
Controversy terminated by mediation or other Departmental action	2	
Decision rendered in arbitration	5	
Technical services completed	1	
Written statement terminating situation	1	
Dispute lapsed or called off; no further action required	4	
Other disposition	2	18
METHOD OF SETTLEMENT		
Conciliation or mediation	6	
Direct negotiations	1	
Arbitration	5	
Administrative action	3	
Investigation only	3	18

STATISTICAL RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all work stoppages due to industrial disputes in Canada without any distinction as to whether they are dealt with under federal or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and result of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following.

For the purpose of the statistical record a strike or lockout is a cessation of work involving six or more employees for at least one working day, or a number of workers for part of a day which causes a time loss of ten or more man-working days. The compilation includes only workers directly affected, that is, those on strike or locked out, but the employees in the establishment who are indirectly affected, that is unable to work because of the work stoppage, are shown in a footnote when the number is important. Information as to such stoppages is received from various sources; such as officers of the Department throughout Canada, Provincial Departments of Labour, press clippings, etc. In each case an endeavour is made to obtain complete details from the parties concerned, that is from representatives of the workers involved and from the employer.

There were no significant changes in the 1949 record of industrial disputes between workers and employers which resulted in work stoppages as compared with the previous year. The number of strikes and lockouts declined, being the lowest recorded for any year since 1939. The number of workers involved showed an increase of 8,500 over 1948, and the time loss was greater by 178,000 days. Strike statistics for the last two years indicate an improvement in industrial relations as compared with the preceding two-year period, the time loss for 1948–1949 being less than one-third of that in 1946–1947. The small number of work stoppages in existence during 1949 reflects the progress made in collective bargaining without resort to strike action. The latest figures available show that in 1948 collective agreements in effect covered more than 1,200,000 workers. The great majority of these contracts have been renewed by peaceful negotiations. In 1949, only 58 work stoppages, involving some 20,000 workers arose out of disputes over renewals of existing contracts.

During the calendar year 1949 there were 137 strikes and lockouts in existence, with 51,437 workers involved and a time loss of 1,063,667 man-working days. Comparable figures for the preceding year are 154 strikes and lockouts, 42,820 workers and 885,793 man-days idleness.

Based on the number of non-agricultural wage and salary workers in Canada, the total amount of time lost due to strikes and lockouts in 1949 was about one-tenth of one per cent of the estimated working time, approximately the same percentage as in 1948. Each wage and salary worker in Canada on the average lost about one-third of a day in 1949 and one-quarter of a day in 1948. The average loss of time for each worker involved in stoppages was about 21 days for both 1949 and 1948.

For the past four years the demand for increased wages has been the predominant cause of strikes and lockouts as workers sought to maintain their purchasing power and offset rising prices with increased wage rates. In 1949, this demand for higher wages, frequently accompanied by other issues affecting unionism and working conditions, was the central cause of 63 per cent of the work stoppages, affected 56 per cent of the workers and caused 84 per cent of the total time loss. In 1948, 83 per cent of the time loss resulted from disputes over wage increases, 91 per cent in 1947, and 96 per cent in 1946. Pension and welfare plans were not an important cause of work stoppages in 1949.

The greatest amount of time lost in 1949 was in the mining industry, caused by the strike of asbestos miners and mill workers in various centres in Quebec. This strike alone accounted for almost half the total time lost during the year. Strikes in the coal mining industry were few and caused little time loss.

Settlement of 62 of the 137 strikes and lockouts in 1949 was brought about by direct negotiations, in some cases with provincial conciliators acting in an advisory capacity at some stage of the negotiations. Provincial conciliation brought about settlement in 18 cases, nine were referred to labour boards, commissioners, etc., 11 were settled by arbitration, and 27 by return of workers and replacement, the latter being a factor in five work stoppages.

A complete survey of strikes and lockouts in Canada during 1949 was published in a supplement to *The Labour Gazette* for April, 1950. Comparative figures covering the period 1901–1949 (see Table I) and charts are included in the survey.

An annual review giving available information as to strikes and lockouts in certain other countries during 1949, with comparable figures for earlier years, may be found in the supplement mentioned above.

TABLE 1.—STRIKES AND LOCKOUTS IN CANADA BY YEARS, 1901–1949

Year	Number Beginning During the Year	Strikes and Lockouts in Existence During Year						
		All Industries						
		Number of Strikes and Lockouts	Number of Employees	Number of Workers Involved	Time Loss			
					In Man-Working Days	Average Days Per Wage and Salary Earner	Average Days Per Worker Involved	Per cent of Estimated Working Time
1901	97	99	285	24,089	737,808	...	...	...
1902	124	125	532	12,709	203,301	...	...	...
1903	171	175	1,124	38,408	858,959	...	...	...
1904	103	103	591	11,420	192,890	...	...	...
1905	95	96	332	12,513	246,138	...	...	...
1906	149	150	965	23,382	378,276	...	...	...
1907	183	188	950	34,060	520,142	...	...	...
1908	72	76	178	26,071	703,571	...	...	...
1909	88	90	372	18,114	880,663	...	...	...
1910	94	101	1,233	22,203	731,324	...	...	...
1911	99	100	533	29,285	1,821,084	...	...	...
1912	179	181	1,321	42,860	1,135,786	...	...	...
1913	143	152	1,077	40,519	1,036,254	...	...	...
1914	58	63	261	9,717	490,850	...	...	...
1915	62	63	120	11,395	95,042	...	...	...
1916	118	120	332	26,538	236,814	...	...	...
1917	158	160	758	50,255	1,123,515	...	...	...
1918	228	230	782	79,743	647,942	...	...	...
1919	332	336	1,967	148,915	3,400,942	1·79	22·84	0·60
1920	310	322	1,374	60,327	799,524	0·42	13·25	0·14
1921	159	168	1,208	28,257	1,048,914	0·66	37·12	0·22
1922	89	104	732	43,775	1,528,661	0·95	34·92	0·32
1923	77	86	450	34,261	671,750	0·39	19·61	0·13
1924	64	70	435	34,310	1,295,054	0·76	37·75	0·26
1925	86	87	497	28,949	1,193,281	0·69	41·22	0·23
1926	75	77	512	23,834	266,601	0·14	11·19	0·05
1927	72	74	480	22,299	152,570	0·08	6·84	0·03
1928	96	98	548	17,581	224,212	0 11	12·75	0·04
1929	88	90	263	12,946	152,080	0·07	11·75	0·02
1930	67	67	338	13,768	91,797	0·04	6·67	0·01
1931	86	88	266	10,738	204,238	0·10	19·02	0·04
1932	111	116	497	23,390	255,000	0·15	10·90	0·05
1933	122	125	617	26,558	317,547	0·20	11·96	0·07
1934	189	191	1,100	45,800	574,519	0·33	12·54	0·11
1935	120	120	719	33,269	288,703	0·16	8·68	0·05
1936	155	156	709	34,812	276,997	0·15	7·96	0·05
1937	274	278	630	71,905	886,393	0·44	12·33	0·15
1938	142	147	614	20,395	148,678	0·08	7·29	0·02
1939	120	122	243	41,038	224,588	0·11	5·47	0·04
1940	166	168	894	60,619	266,318	0·12	4·39	0·04
1941	229	231	658	87,091	433,914	0·17	4·98	0·06
1942	352	354	492	113,916	450,202	0·16	3·95	0·05
1943	401	402	651	218,404	1,041,198	0·35	4·77	0·12
1944	195	199	400	75,290	490,139	0·16	6·51	0·06
1945	196	197	418	96,068	1,457,420	0,49	15·17	0,17
1946	225	228	1,299	139,474	4,516,393	1·49	32·38	0·50
1947	232	236	1,173	104,120	2,397,340	0·77	23·02	0·26
1948	147	154	674	42,820	885,793	0·27	20·68	0·09
1949	132	137	542	51,437	1,063,667	0·32	20·68	0·11
Total	7,330	*7,500	*33,146	*2,279,647	39,044,792			

* In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

FAIR WAGES

The Fair Wages policy of the Federal Government was originally adopted as a Resolution of the House of Commons in 1900 and later expressed in an Order in Council of June 7, 1922, which was subsequently amended by Orders in Council of April 9, 1924, and December 31, 1934. This Order in Council contained certain Conditions marked "A" which were applicable to contracts for

building and construction work and certain other Conditions marked "B" applicable to contracts for the manufacture of various classes of Government supplies and equipment.

In 1935, the "Fair Wages and Hours of Labour Act, 1935" was passed. This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week. Following the passage of the Act, the hours' limitation was incorporated where Schedules of wages and hours were issued to govern construction contracts under the "A" Conditions.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

The provisions of the Fair Wages and Hours of Labour Act, 1935 relating to wages and hours are as follows:

> "All persons in the employ of the contractor, subcontractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages. The working hours of persons while so employed shall not exceed eight hours per day or forty-four hours per week except in such special cases as the Governor-in-Council may otherwise provide, or except in cases of emergency as may be approved by the Minister."

Fair wages are defined as:

> "Such wages as are generally accepted as current for competent workmen in the district in which the work is being performed for the character or class of work in which such workmen are respectively engaged; but shall in all cases be such wages as are fair and reasonable."

This Act applies not only to contracts made with the Government of Canada for the construction, remodelling, repair or demolition of any work, but also to workmen employed on works of this nature by the Government direct who are excluded from the provisions of the Civil Service Act. It applies also to such works as are assisted by Government aid in the form of contribution, subsidy, loan, advance or guarantee.

Departments of the Government contemplating the calling of tenders for construction projects furnish the Department of Labour with particulars as to the nature of the work, the locality, the approximate cost, and the classifications likely to be employed. The Department of Labour, thereupon, furnishes the department concerned with a Schedule showing the minimum fair wage rate to be applied to each classification employed and the standard conditions of the employment as specified in the "A" Conditions. These provisions are included in the specifications and form part of the contract.

By Order in Council P.C. 6801, November 23, 1940, regulations adopted under the Fair Wages and Hours of Labour Act, 1935, made the Deputy Minister of Labour responsible for the investigation of claims for the payment of wages specified in fair wages Schedules, and established a procedure for the settlement of such claims.

On May 2, 1949, the Fair Wages Policy was further amended to make the entire "A" Conditions subject to the provisions of the Fair Wages and Hours of Labour Act; and the "B" Conditions were amended in so far as the schedule of minimum rates to be paid to male and female workers was concerned. These amendments were consolidated by Order in Council of November 3, 1949 (P.C. 5547).

During the fiscal year ending March 31, 1950, the Department of Labour issued 1,778 Schedules of fair wages and conditions of employment as compared with 1,269 during the fiscal year 1948–49 and 602 Schedules for the fiscal year 1947-48. The approximate total value of contracts reported to the Department as having been awarded during the last fiscal year was $116,385,000. During 1949–50 the sum of $3,598.18 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, and was distributed to 126 workers. During the fiscal years 1948–49, and 1947–48, such collections totalled $4,628.69 and $4,856.53 respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies

Order in Council P.C. 3271, of December 31, 1934, rescinded the "B" Conditions of the Fair Wages Order in Council previously in effect and substituted other Conditions therefor. In addition to the original provision requiring the payment of wage rates not less than those generally accepted as current for competent workmen in the district in which the work was to be performed, the 1934 Order in Council stipulated minimum rates of 30 cents per hour for male workers 18 years of age and over, and 20 cents per hour for female workers 18 years of age and over. Under the amendment of May 2, 1949, the Schedule of minimum rates for male and female workers was revoked and replaced by the provision that all persons engaged on contracts to which these Conditions apply shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, with the proviso, however, that in no event shall such wages be less than these established by statute or regulations of the province in which the work is being performed.

Departments awarding contracts for the supply and manufacture of supplies and equipment include the standard "B" Conditions as a provision of the contract. During the fiscal year under review, 83,372 contracts were awarded, with an approximate value of $142,846,000.

No violations of the contract conditions respecting wages occurred either during the period under review or during the fiscal year 1948–49. In the fiscal year 1947–48, $722.10 was collected from employers who had failed to meet the prescribed conditions.

Prevailing Rate Employees.—By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules, and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

On May 15, 1944 Order in Council P.C. 3374 established a procedure for the determination of the rates of pay of exempt employees. Under this procedure employees of any department or agency of the Government of Canada exempted from the provisions of the Civil Service Act by the previously mentioned Order

in Council, and engaged at hourly prevailing rates of wages shall be paid such wage rates as are recommended by the Minister of the Department concerned, concurred in by the Department of Labour, and approved by the Treasury Board. The concurrence of the Department of Labour is to be evidenced by a certificate attached to the schedule of rates submitted to the Treasury Board with a recommendation of the Minister of the employing department.

There are in the Government Service in Canada about 30,000 of these employees exempt from the operation of the Civil Service Act, and they are employed in public buildings, parks, forests, canals, special projects, and government vessels.

During the fiscal year 1949–50 the number of recommendations made for the establishment of prevailing rates of pay for prevailing rate employees of the Government was 2,974. Approximately 300 different occupational classifications were represented by the employees affected.

The corresponding figures for the fiscal year 1948–49 are 1,782 recommendations involving about 250 occupational classifications.

For the purpose of these statistics, "recommendation" is the rate set for a classification in a department, except that where the same rate is recommended about the same time for several of the same classifications in a department it is considered as one recommendation.

LABOUR-MANAGEMENT CO-OPERATION SERVICE

Responsible for the promotion of labour-management production committees in Canadian industry, the Labour-Management Co-operation Service of the Industrial Relations Branch was established on May 15, 1947, to succeed the Industrial Production Co-operation Board, which had carried on similar work during the war.

To advise the Minister of Labour on matters pertaining to the Service, an Advisory Committee, consisting of representatives of employers' organizations and trade unions, was appointed under Order in Council P.C. 5064, dated December 23, 1947. Its chairman is J. G. Bisson, chairman of the Unemployment Insurance Commission. Trade union representatives are A. E. Hemming of the Trades and Labour Congress of Canada; Pat Conroy of the Canadian Congress of Labour; A. Gosselin of the Canadian and Catholic Confederation of Labour; and H. Smith, Railway Employees' Department, Division Number Four, American Federation of Labour. The employer organization representatives are C. Willis George of the Canadian Manufacturers' Association; R. G. Johnson of the Canadian Construction Association; J. A. Brass of the Railway Association of Canada; and D. B. Chant, Ontario Pulp and Paper Makers' Safety Association.

The promotional work of the Service met continuing success during the year. At April 1, 1949, the number of labour-management production committees on record was 615. By March 31, 1950—the completion of the fiscal year under review—this total had risen to 684. The accompanying table details the distribution of the labour-management production committees by industry and the number of employees represented by the committees in each. It provides the totals as of December 31, 1949, the latest date for which detailed statistics are presently available.

During the year the Service produced additional publicity material to aid in the formation of committees and to assist already established committees to function more effectively.

Four new booklets were issued in English and French. Taken in chronological order of issue, they were:

(1) "Partners in Production (2)"—containing statements by managements of Canadian Industries about their experiences with labour-management production committees under present day competitive business conditions;

(2) "The Story of Five LMPCs"—summarizing the structure and accomplishments of labour-management production committees in five industrial plants, with statements by managements and unions on the effectiveness of the committees;

(3) "Joint Consultation in Service Industries"—detailing the organization, activities and accomplishments of committees in service industries such as transportation companies, restaurants, hotels, etc.;

(4) "Co-operation Works Here"—a research study on the labour-management production committee at the Winnipeg plant of Burns and Co. Limited.

The distribution of a new series of posters and pay envelope stuffers dealing with safety, production, absenteeism, good housekeeping and similar industrial matters was begun during the year. It has as its central figure a cartoon character known as "Tommy Teamwork", who offers advice on the various topics pictured and encourages workers to support their labour-management production committee.

The sound-slide film, "A Man with a Plan", was revised to adapt its message to present day economic conditions.

The monthly bulletin, "Teamwork in Industry", continued to increase its circulation during the year.

The field representatives of the Service actively promoted the formation of committees in all provinces from their bases at Campbellton, Three Rivers, Montreal, Toronto, Hamilton, St. Catherines, Kitchener, London, Windsor, Winnipeg and Vancouver. In addition, the fieldmen made 1,145 visits (total as of February 28, 1950) to established committees to give whatever assistance was necessary to make them more effective. This total also includes calls made on management and union representatives to discuss the operations of the committees. The activities most frequently reported by established committees were: (1) Improved Production Efficiency, (2) Improved Quality, (3) Reduction of Waste, (4) Measures to promote better understanding between management and labour, (5) Accident Prevention, (6) Good Housekeeping, (7) Reduction of Absenteeism.

NUMBER OF COMMITTEES AND NUMBER OF WORKERS REPRESENTED ON LABOUR-MANAGEMENT PRODUCTION COMMITTEES IN CANADA BY INDUSTRIES AT DECEMBER 31, 1949

Industry	Number of Committees		Number of Workers	
MINING—				
Metallic Ores	13		15,408	
Coal	18		10,792	
Other Non-metallic Minerals	3		505	
Total		34		26,705
MANUFACTURING—				
Textile Products	24		6,746	
Rubber and Its Products	7		5,346	
Pulp, Paper and Paper Products	39		21,696	
Printing and Publishing	8		1,845	
Lumber and Its Products	24		4,994	
Edible Plant Products	33		6,349	
Furs	1		94	
Leather and Leather Products	23		4,481	
Edible Animal and Sea Products	26		6,675	
Iron and Its Products	98		34,926	
Non-ferrous Metals and Their Products	21		12,968	
Clay, Glass and Stone Products	13		3,457	
Non-metallic Mineral Products	9		3,405	
Tobacco Products	1		1,621	
Beverages	8		3,550	
Electric Light and Power	7		1,431	
Chemicals and Allied Products	22		5,621	
Electrical Apparatus	16		15,626	
Miscellaneous	3		244	
Total		383		141,075
CONSTRUCTION		4		1,712
TRANSPORTATION—				
Steam Railway	108		54,035	
Air, Street and Electric Railways, Forwarding and Storage	21		6,149	
Total		129		60,184
COMMUNICATIONS—				
Telegraph	8		3,439	
Telephone	47		7,992	
Total		55		11,431
Trade—Retail and Wholesale		7		882
FINANCE		1		176
SERVICE		28		15,596
Grand Total		641		257,761

III.—CANADA LABOUR RELATIONS BOARD

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board in the course of its functions mentioned above has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining if bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively, to determine who is a member in good standing of a trade union and to determine who is an employee or employer within the meaning of the Act.

Personnel of the Board

Chairman: the Hon. Mr. Justice G. B. O'Connor, Edmonton, Chief Justice of the Appellate Division of the Supreme Court of Alberta;

Vice-Chairman: Mr. A. H. Brown, Solicitor and Chief Executive Officer, Department of Labour, Ottawa;

Members: Mr. A. R. Mosher, Canadian Congress of Labour, Ottawa; Mr. W. L. Best, Brotherhood of Locomotive Firemen and Enginemen, Ottawa; Mr. Gerard Picard, Canadian and Catholic Confederation of Labour, Montreal; Mr. J. A. D'Aoust, International Brotherhood of Paper Makers, Ottawa; Mr. Harry Taylor, Canadian National Carbon Company, Limited, Toronto; Mr. Albert Deschamps, Contracting Engineer, Montreal; Mr. A. J. Hills, Ottawa; and Mr. E. R. Complin, Canadian Industries, Ltd., Montreal.

Chief Executive Officer: Mr. M. M. Maclean, Director of Industrial Relations, Department of Labour, Ottawa.

Secretary: Mr. Bernard Wilson, Industrial Relations Officer, Department of Labour, Ottawa.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act and given effect through Orders in Council P.C. 4682 of October 22, 1948, and P.C. 1547 of March 28, 1950, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board and which are mentioned above in the first paragraph of this chapter.

In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

On March 15, 1950, the Board amended the Rules of Procedure by adding a new section reading as follows:

> "A summons to require any person to appear before the Board to give evidence or to give evidence and bring with him any documents in his possession or under his control in the form attached to these Rules, varied to suit the case, shall be deemed good and sufficient for that purpose and may be given by the Chairman or the Chief Executive Officer, and service thereof may be affected by personal service on the person to whom it is directed."

This amendment was approved by the Governor General in Council on March 28, 1950 (Order in Council P.C. 1547).

For the complete text of the Rules of Procedure, see *The Labour Gazette*, January, 1949, pp. 57–60.

Hearings of the Board

During the fiscal year, April 1, 1949, to March 31, 1950, the Canada Labour Relations Board held 20 meetings, usually holding two-day sessions each month. In addition to other activities, statistics of which are given below, 26 hearings were held either at the wish of the parties concerned or by direction of the Board. Forty-two employers and 36 trade unions were represented before the Board. About one-third of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings Under the Industrial Relations and Disputes Investigation Act

During the fiscal year ending March 31, 1950, the Canada Labour Relations Board received 79 applications for the certification of bargaining agents and also disposed of another 12 applications for certification which were under consideration at the close of the previous fiscal year. Of these 91 applications, 47 had been granted, 18 rejected and 12 withdrawn by the end of the fiscal year, the remaining 14 being still under investigation. During the fiscal year, the Board ordered 12 representation votes.

From September 1, 1948, the date on which the Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1950, the Board disposed of a total of 118 applications for certification, 69 being granted, 30 rejected and 19 withdrawn.

TABLE 1.—ANALYSIS OF CERTIFICATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF APPLICATION, APRIL 1, 1949 TO MARCH 31, 1950

—	Number of applications	Number of workers directly affected
Applications under investigation on April 1, 1949	12	869
Applications received	79	16,008
Total	91	16,877
Applications granted	47	14,363
Applications rejected	18	712
Applications withdrawn	12	871
Applications under investigation on March 31, 1950	14	931
Total	91	16,877

TABLE 2.—ANALYSIS OF CERTIFICATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF APPLICATIONS, SEPTEMBER 1, 1948, TO MARCH 31, 1950

—	Number of applications	Number of workers directly affected
Applications granted	69	19,832
Applications rejected	30	1,257
Applications withdrawn	19	1,338
Applications under investigation on March 31, 1950	14	931
Total	132	23,358

TABLE 3.—ANALYSIS OF APPLICATIONS FOR CERTIFICATION RECEIVED BY CANADA LABOUR RELATIONS BOARD, APRIL 1, 1949, TO MARCH 31, 1950, BY INDUSTRIES

—	Number of applications	Number of workers directly affected
TRANSPORTATION—		
Water	26	1,054
Railroad	21	2,053
Highway	5	222
Air	8	264
Total	60	3,593
COMMUNICATIONS—		
Telegraph	4	256
Telephone	3	11,252
Radio	0	0
Total	7	11,508
MISCELLANEOUS—		
Other interprovincial and international	6	505
Works "for general advantage"	3	268
Yukon and North West Territories	0	0
Crown Corporations	3	134
Total	12	907
Grand Total	79	16,008

TABLE 4.—ANALYSIS OF APPLICATIONS FOR CERTIFICATION RECEIVED BY CANADA LABOUR RELATIONS BOARD, SEPTEMBER 1, 1948, TO MARCH 31, 1950, BY INDUSTRIES

—	Number of applications	Number of workers directly affected
TRANSPORTATION—		
Water	46	1,857
Railroad	24	2,229
Highway	20	1,210
Air	9	317
Total	99	5,613

TABLE 4.—ANALYSIS OF APPLICATIONS FOR CERTIFICATION RECEIVED BY CANADA LABOUR RELATIONS BOARD, SEPTEMBER 1, 1948, TO MARCH 31, 1950, BY INDUSTRIES—Conc.

	Number of applications	Number of workers directly affected
COMMUNICATIONS—		
Telegraph	7	431
Telephone	3	11,252
Radio	0	0
Total	10	11,683
MISCELLANEOUS—		
Other interprovincial and international	9	1,258
Works "for general advantage"	7	4,262
Yukon and North West Territories	0	0
Crown Corporations	7	542
Total	23	6,062
Grand Total	132	23,358

TABLE 5.—ANALYSIS OF APPLICATIONS FOR CERTIFICATION RECEIVED BY CANADA LABOUR RELATIONS BOARD, APRIL 1, 1949, TO MARCH 31, 1950, BY COVERAGE UNDER INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT

—	Number of applications	Number of workers directly affected
Section 53		
(a)	23	1,030
(b)	39	14,286
(c)	2	17
(d)	1	9
(e)	8	264
(f)	0	0
(g)	3	268
(h)	0	0
Section 54	3	134
Total	79	16,008

TABLE 6.—ANALYSIS OF APPLICATIONS FOR CERTIFICATION RECEIVED BY CANADA LABOUR RELATIONS BOARD, SEPTEMBER 1, 1948, TO MARCH 31, 1950, BY COVERAGE UNDER INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT

—	Number of applications	Number of workers directly affected
Section 53		
(a)	33	1,582
(b)	63	16,378
(c)	9	240
(d)	4	37
(e)	9	317
(f)	0	0
(g)	7	4,262
(h)	0	0
Section 54	7	542
Total	132	23,358

Complaints of Failure to Bargain Collectively Referred to the Canada Labour Relations Board

During the fiscal year ending March 31, 1950, no complaints made under Section 43 of the Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board. In one case, which was pending at the beginning of the fiscal year, the Board issued an order requiring the respondent to bargain collectively with the complainant.

From September 1, 1948, to March 31, 1950, the Minister referred to the Board a total of 5 complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other 4 complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Canada Labour Relations Board for Revocation or Reconsideration of Decision

Section 11 of the Industrial Relations and Disputes Investigation Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

No requests for revocation of certification under Section 11 of the Act were received by the Canada Labour Relations Board during the fiscal year ending March 31, 1950. One request, which was pending at the beginning of the fiscal year, was rejected by the Board. From September 1, 1948, to March 31, 1950, the Board received a total of 3 requests for revocation, all of which were rejected.

During the fiscal year ending March 31, 1950, 6 requests were received for reconsideration of decisions of the Board, of which 4 were rejected and 2 were pending at the close of the fiscal year. These were the only requests for reconsideration received from September 1, 1948, to March 31, 1950.

Applications to the Canada Labour Relations Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. During the fiscal year ending March 31, 1950, two such applications were received, of which one was rejected and one granted by the Board. These were the only two applications received from September 1, 1948, to March 31, 1950.

IV.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE NATIONAL EMPLOYMENT SERVICE

During the fiscal year ending March 31, 1947, Section 88 of the Unemployment Insurance Act, 1940, under which the National Employment Service was established, was amended to provide that this Service should be under the direction of the Minister of Labour. Detailed information on the operations of the National Employment Service is published in the annual Report of the Unemployment Insurance Commission. Close liaison is maintained between the work of the Unemployment Insurance Commission and that of other agencies in the Department of Labour.

V.—CANADIAN VOCATIONAL TRAINING[1]

The Training Branch of the Department of Labour is responsible for administering the various vocational projects known under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942. These comprise the following main divisions, all carried on by means of agreements between the Federal Government and the provinces:—

(1) Youth Training, for the training of young people, including assistance to students;
(2) Supervisory Training, for industrial foremen;
(3) Rehabilitation Training, for discharged members of the Armed Forces;
(4) Training of Armed Forces personnel;
(5) Apprentice Training, for the training of indentured apprentices under the authority and jurisdiction of the Provincial Apprenticeship Acts;
(6) Training or Re-training, for unemployed persons;
(7) Vocational Schools' Assistance Agreement, to provide Federal Government financial assistance to the provinces for the carrying on and development of vocational training on the secondary school level;

There are three agreements covering the different types of training. One provides for assistance to vocational schools, another for apprentice schools, and the third, called the Vocational Training Agreement for all other activities listed in the preceding paragraph.

The appropriations administered by the Training Branch during the year 1949–50 were as follows:

Youth Training	$ 410,000
Supervisory Training	22,000
Training of Discharged Members of the Forces	500,000
Training of Armed Forces Personnel	500,000
Apprentice Training	480,000
Training of Uuemployed Persons	350,000
Vocational Schools' Assistance	2,000,000
Vocational Schools' Capital Expenditures	3,000,000
Replacement of Depreciated Equipment	15,000
Administration	40,850
Advisory Council	4,000
Total	$7,321,850

General Administration.—A small number of veterans were still being trained under the auspices of Canadian Vocational Training at the end of the fiscal year. The training of unemployed persons increased, and activities under the Vocational Schools' Assistance Agreement have been greater. The provinces proceeded more rapidly with building programs, and vocational equipment was more readily obtainable than in past years. Although the actual number of army personnel trained in Canadian Vocational Training schools was somewhat smaller than in previous years, this type of training under Canadian Vocational Training auspices continued. During the fiscal year, the Head Office Staff of the Training Branch was reduced from ten to eight.

Agreements and Schedules.—A new Schedule K of the Vocational Training Agreement as authorized by Order in Council P.C. 25/1650 of March 29, 1950, provided for the training of Armed Forces' personnel. This new schedule provided that costs of such training could be charged to the Training Branch,

[1] A complete report of the activities of the Training Branch is published separately. The following statement is a digest of the report.

and necessary funds provided in the estimates of the Department. This schedule has been operative only in New Brunswick, Quebec, Ontario, Manitoba, and Saskatchewan. A new Vocational Training Agreement, effective for three years from April 1, 1950, was completed. With the exception of necessary minor amendments this agreement is similar to the one which expired on March 31 1950.

The Vocational Training Advisory Council.—The Vocational Training Advisory Council met twice during the fiscal year. Special consideration was given to the establishment of a revolving fund for student aid. It was decided that since the whole matter of Federal-Provincial Aid to students was being considered by the Royal Commission on Arts and Letters, the Council should recommend that the present arrangement be continued for a further period of three years.

Head Office Liaison.—The Head Office Staff of the Training Branch has maintained close liaison with provincial authorities, and every endeavour has been made to keep in touch with the activities of educational bodies in Canada and the United States. In this connection, officers of the Branch visited all provinces during the fiscal year, and attended meetings and conferences of educational groups interested in vocational training.

Newfoundland.—It has not yet been possible to organize any training activities in conjunction with the provincial authorities in Newfoundland under the Vocational Training Agreement, but the new province has been able to take advantage of some of the financial provisions of the Vocational Schools Assistance Agreement. It is hoped that further developments will be carried out in Newfoundland.

Youth Training.—The Youth Training program was carried out in all provinces except Newfoundland, although the Province of Ontario utilized it only in connection with assistance to students at a university. The sum of $410,000 was provided in the 1949–50 estimates for youth training, but it had to provide for commitments incurred in previous years and not paid for from funds allotted in those years, as well as for current expenditures. All costs under this program were shared equally between the provinces and the Federal Government. Projects under this program were somewhat limited in scope.

Assistance to Students.—The main activity under Youth Training continued to be, as in the past, the Student Aid Sub-Schedule. Approximately $262,757 was given in grants, and $179,805 in loans with the Federal Government paying 50 per cent of each amount. The average amount of assistance per student was $161.50. Altogether, 1,807 men, and 934 women (including 591 nurses) received assistance to help them continue studies in all fields.

The total disbursements made and the number of students helped in each province were:

Province	No. of Students	Grants	Loans
		$	$
Prince Edward Island	36	1,850	8,150 00
Nova Scotia	61	.....	17,018 00
New Brunswick	97	.....	20,362 50
Quebec	1,291	78,825	78,825 00
Ontario	522	120,000	.....
Manitoba	46	.....	7,295 00
Saskatchewan	144	1,525	36,715 00
Alberta	129	11,155	11,440 00
British Columbia	415	49,402	.....

At the discretion of each province, assistance could be given as a loan, an outright grant, or as a combination of both. In Nova Scotia, New Brunswick, and Manitoba, assistance was restricted to loans. In Ontario and British Columbia only grants were made.

Supervisory Training.—During the fiscal year, supervisory training was continued only in the Province of Quebec. Training was given to over seven thousand supervisors and personnel officials in industry, through the media of job instruction, job relations, job methods and job safety institutes and conferences.

Training of Discharged Members of the Forces.—The numbers of veterans training under Schedule L of the Vocational Training Agreement, declined steadily during the year. Although the schedule was in effect in all provinces, no veterans were approved for training in Prince Edward Island or Saskatchewan. The adjustment of the inventory of equipment used in connection with this training was also completed during the fiscal year.

At the request of the Department of Veterans' Affairs, special part-time courses were arranged for veterans building homes under the Veterans' Land Act. A series of lectures on building homes, accompanied by demonstrations were provided. The demand for these courses was not general, but they have been organized in several localities.

Training of Armed Forces Personnel.—Training for Army personnel was given in Canadian Vocational Training schools or under Canadian Vocational Training auspices in New Brunswick, Quebec, Ontario, Manitoba, and Saskatchewan. The bulk of the training was in the trade of driver mechanics and some courses were held for vehicle mechanics, building tradesmen, and clerks. A special experimental course in English for French speaking army personnel was organized at the Three Rivers Technical School. The military authorities have requested that a second course be provided when the first one is completed.

Apprentice Training.—The most important developments in apprentice training concerned pre-employment class training, and the employment of field supervisors for apprentices. At March 31, 1949, the Federal Government was sharing in the salaries of twenty-nine supervisors.

The principle of pre-employment apprentice training was authorized by Order in Council P.C. 5517, of December 21, 1948. This training has now been accepted by all provinces excepting Newfoundland, Prince Edward Island, and Quebec. Classes have been established in Nova Scotia, New Brunswick, Manitoba, and Alberta.

Some veterans were still taking class training during the fiscal year, but expenditures on their behalf were met from the funds provided for veteran training if they were approved for training by the Department of Veterans' Affairs.

Training of Unemployed Persons.—The training of unemployed persons was carried out under a separate division of the Vocational Training Agreement. This division has been accepted by all provinces except Newfoundland, but training was not carried on in Prince Edward Island or Ontario.

During the fiscal year under review, there was a steady improvement in courses and the arrangements for placing unemployed persons in them. Personnel in National Employment Service Offices co-operated in selecting people for these courses. As a result of this selection technique, very few persons recommended for training were found to be unsuitable when they reached the schools.

Assistance to Vocational Schools.—The purpose of the Vocational Schools' Assistance Agreement is to provide financial assitance for vocational training on the secondary school level. The Minister of Labour is authorized, by Order in Council, to enter into an agreement with any province, covering a ten-year period, commencing on April 1, 1945. Agreements are in effect in all provinces. The Province of Newfoundland signed an agreement with the Federal Government on February 1, 1950.

Under the agreement, 103 buildings (in all provinces) were approved for contribution. At March 31, 1950, 66 of these had been completed and were in operation, 14 were under construction, and 23 had not been commenced.

VI.—GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Administration of the Act originally came under the Minister of Trade and Commerce, was transferred to the Postmaster General in 1912 and to the Minister of Labour in 1922.

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in forty-two communities across Canada. Further particulars may be obtained from the sources mentioned above or from the nearest Accounting Post Office.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have been turning in increasing numbers to Government Annuities for pensions for their employees and members. Under early retirement annuity agreements employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become an important part of the total.

Financial Statement.—From September 1, 1908, the date of inception of the Annuities Branch, up to and inclusive of March 31, 1950, the total number of individual contracts and certificates issued was 292,978. Table 1(A) shows

the number of individual contracts and certificates issued and net receipts by five year periods, and Table 1 (B) gives this information by fiscal years, from 1943 to 1950 inclusive, the number for the fiscal year under review being 21,078. Of these, 5,389 were contracts with individual annuitants and 15,689 were certificates issued under all the group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1949–50 under new group contracts. There was a total of 846 group contracts, under which, at the date under review, 121,986 registrations were in effect (as compared with 113,645 for the year previous). In addition 6,975 employees or members had been retired with vested annuities, 2,280 had died before retirement, and 27,718 had withdrawn following change of employment. Among the contracts issued during the year were 1,431 immediate annuity contracts with an average amount of annuity of $408.

The total net receipts since September 1, 1908, were $593,302,704.51, net receipts for the year under review being $63,133,241.57. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1950, is shown in Table 2 to be $563,182,111. This includes the sum of $1,255,771.76 transferred to maintain the reserve.

Of the 292,978 contracts and certificates issued since the inception of the Act, 34,229 were cancelled, leaving in effect 258,679 on March 31, 1950 (Table 3). Annuity payment was being made under 51,759 of these and was deferred under the remaining 206,920. The total amount of annuity payable under vested contracts was $22,747,365, an average of $439 per contract. The value of all outstanding liabilities was $563,182,111 of which $255,830,704 was the value of vested annuities, $307,190,342 the value of deferred annuities, and $16,667 the reserve held for payment of benefits by instalments under a small number of group annuities, the remaining being advance premiums.

Analysis of Vested Annuities.—Tables 4 (A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1950 under the first four classes in Table 3 (existing single lives without and with guarantee period). The number of contracts analyzed was 44,782—an increase of 3,356 or 8.1 per cent over the number in Table 4 (B) for the previous year. From Table 4(A) which shows the distribution of contracts by amount of annuity, it may be seen that 70·2 per cent of the annuities were for amounts under $600, 18·6 per cent for $600 but less than $1,200 and 11·2 per cent for $1,200 or over (those over $1,200 having been issued prior to August, 1931). In Table 4 (B) the classification was by sex and age of annuitant and showed the largest age group to be 60–69 for each sex. The arithmetic average of attained ages under all vested contracts was 67·5 years.

Under vested annuity contracts involving single lives, 1,393 deaths occurred during the year, the average age at death being 74·8 years. Statistics in this section of the report are based on contracts rather than on individual lives.

Up to March 31, 1950, eight annuitants—three males and five females—had attained the age of one hundred years. Of these, one centenarian annuitant was living on March 31, 1950.

TABLES 1 (A) AND 1 (B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS, TO MARCH 31, 1948, AND BY FISCAL YEARS 1943–50 INCLUSIVE

TABLE 1 (A)			TABLE 1 (B)		
Five-Year Period from April 1 to March 31	Individual Contracts and Certificates issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates issued	Net Receipts
		$			$
1908–1913[1]	3,106	1,737,059.70	1943x	9,608	20,415,365.41
1913–1918	1,379	1,912,412.51	1944x	19,354	26,600,097.75
1918–1923	1,162	3,039,186.26	1945x	15,796	33,076,435 98
1923–1928	3,289	10,742,535.37	1946x	25,538	46,954,535.93
1928–1933	7,458	18 782,856.83	1947x	43,585	72,009,764.42
1933–1938	26,229	78,895,127.50	1948x	40,945	75,067,827.28
1938–1943	47,727	97,040,507.50	1949	36,332	64,311,115.91
1943–1948	145,218	253,708,661.36	1950	21,078	63,133,241.57
Totals, omitting years marked x included in Table 1 (A)				292,978	593,302,704.51

[1] From September 1, 1908.

TABLE 1 (C).—NUMBER OF INDIVIDUAL CONTRACTS ISSUED AND NUMBER OF CERTIFICATES ISSUED UNDER GROUP CONTRACTS DURING EACH OF THE FISCAL YEARS 1944–45 TO 1949–50

Fiscal Year	Individual Contracts issued	Group Certificates issued	Total
1944–45	6,483	9,313	15,796
1945–46	8,183	17,355	25,538
1946–47	13,174	30,411	43,585
1947–48	14,237	26,708	40,945
1948–49	6,463	29,869	36,332
1949–50	5,389	15,689	21,078

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR ENDING MARCH 31, 1950

Fund	Rate of Interest	
	4%	3%
Fund, April 1, 1949	$489,383,916.00	$12,353,743.00
Receipts, 1949–50, less disbursements	42,835,060.94	17,353,619.30
Transfer to maintain Reserve	1,227,057.06	28,714.70
Fund, March 31, 1950	533,446,034.00	29,736,077.00
Liabilities		
Valuation of Annuities outstanding (See Table 3)	533,446,034.00	29,736,077.00
Receipts		
Immediate Annuities	—	8,500,019.87
Deferred Annuities	45,731,853.94	9,433,273.19
Interest to March 31, 1950	19,931,550.47	572,594.43
Total	65,663,404.41	18,505,887.49
Disbursements		
Vested Annuities	21,010,099.58	786,436.41
Commuted Values	226,168.33	8,908.21
Premiums returned with interest (including Instalment Death Benefits)	1,391,849.40	25,244.30
Premiums returned without interest	200,226.16	331,679.27
Total	22,828,343.47	1,152,268.19
Receipts less Disbursements	42,835,060.94	17,353,619.30
Total	65,663,404.41	18,505,887.49

Summary

Fund, April 1, 1949	$ 501,737,659.00
Receipts less Disbursements	60,188,680.24
Transfer to maintain Reserve	1,255,771.76
Fund, March 31, 1950	563,182,111.00

TABLE 3.—VALUATION, MARCH 31, 1950, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE AT THAT DATE

Classification	4% Contracts			3% Contracts			Total Valuation		
	Number	Amount of Annuity	Present Value of Annuities in Force	Number	Amount of Annuity	Present Value of Annuities in Force	Number	Amount of Annuity	Present Value of Annuities in Force
		$	$		$	$		$	$
Vested—									
Males Ordinary	6,885	2,900,633	24,940,289	420	151,700	1,524,488	7,305	3,052,333	26,464,777
Females Ordinary	12,932	4,627,695	47,264,264	687	227,691	2,707,524	13,619	4,855,386	49,971,788
Males Guaranteed	11,267	5,796,064	65,060,415	541	242,526	3,289,344	11,808	6,038,590	68,349,759
Females Guaranteed	11,149	5,179,127	69,741,889	901	412,695	6,422,070	12,050	5,591,822	76,163,959
Last Survivor Ordinary	3,157	1,398,632	18,648,906	229	92,591	1,364,659	3,386	1,491,223	20,013,565
Last Survivor Guaranteed	1,276	661,841	9,683,999	.....	.....	.....	1,276	661,841	9,683,999
Annuities Certain	2,286	1,045,603	5,105,175	18	7,985	72,778	2,304	1,053,588	5,177,953
Temporary Annuities	11	2,582	4,904	.....	.....	.....	11	2,582	4,904
Total Vested	48,963	21,612,177	240,449,841	2,796	1,135,188	15,380,863	51,759	22,747,365	255,830,704
Deferred Contracts and Certificates	179,527	.....	292,979,526	27,393	.....	14,210,816	206,920	.....	307,190,342
Death Benefits by Instalments	.....	.....	16,667	.....	.....	.....	.....	.....	16,667
Advance Premiums	.....	.....	.....	.....	.....	144,398	.....	.....	144,398
Totals	228,490	.....	533,446,034	30,189	.....	29,736,077	258,679	.....	563,182,111

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1950

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	20,235	45·2	45·2
$300 and less than $600	11,206	25·0	70·2
$600 and less than $900	6,517	14·6	84·8
$900 and less than $1,200	1,798	4·0	88·8
Exactly $1,200	4,876	10·9	99·7
Over $1,200	150	·3	100·0
Totals	44,782	100·0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	274	1·4	575	2·2	849	1·9	1·9
40–49	470	2·5	973	3·8	1,443	3·2	5·1
50–59	1,718	8·9	3,639	14·2	5,357	12·0	17·1
60–69	8,192	42·9	9,438	36·8	17,630	39·4	56·5
70–79	6,955	36·4	8,148	31·7	15,103	33·7	90·2
80–89	1,409	7·4	2,685	10·5	4,094	9·1	99·3
90 and over	95	·5	211	·8	306	·7	100·0
Totals	19,113	100·0	25,669	100·0	44,782	100·0	.....

VII.—AGRICULTURE, FORESTRY AND PLACEMENT OF IMMIGRANT WORKERS

AGRICULTURE

While there was a levelling off in the demand for farm labour during the fiscal year 1949–50 the supply of farm workers from Canadian sources was not sufficient to adequately meet the requirements of farmers and it was therefore necessary to continue the movement of workers from Europe for employment in agriculture.

During the year under review representatives of the Department of Labour in Germany selected a total of 4,224 displaced persons who were brought to Canada for employment in agriculture. Of these 1,835 were male workers, 690 were married couples, 1,138 were members of families who were placed on sugar beet farms, 369 were members of families placed in general farm work and 192 were rural household workers. As during the previous year, these workers were allocated to the various provinces on the basis of farmers' applications which had been approved by the Dominion Provincial Farm Labour Committees. The minimum wage was the same as in 1948–49, namely $45 per month for male workers and $35 per month for female workers in addition to which board, lodging and laundry was provided. In placing workers on farms it frequently happens that the original placement is not a satisfactory one and transfers are required in many cases before a suitable placement is achieved. The National Employment Service and the Provincial Departments of Agriculture continued to maintain a follow-up service in respect to the placement of displaced persons on farms.

The Farm Labour Force was further augmented during 1949–50 by the admission to Canada of single male farm workers, farm families and rural domestic workers who were brought out under an arrangement with the Canadian Mennonite Board of Colonization, the Canadian Lutheran World Relief, the Catholic Immigrant Aid Society and the German Baptist Immigration and Colonization Society. Some, but not all of the people brought forward under this plan were displaced persons under the International Refugee Organization. Those who were not registered with the International Refugee Organization were nevertheless considered to be refugees. The church organizations mentioned assisted in the selection overseas and in the placement of the workers on arrival. Costs of ocean transportation for those not entitled to assistance from the International Refugee Organization were advanced by the church organizations which also advanced all costs of inland transportation for this group.

In June, 1949, the Polish veterans who came to Canada in 1947 completed their undertaking to the Minister of Labour to remain in agricultural employment for a two-year period and were issued with certificates testifying that they had satisfactorily fulfilled this obligation. While it is believed that quite a large percentage of the Polish veterans are still employed in agriculture, many others are working in other activities.

The demand for the seasonal movement of farm labour during 1949–50 was not as great as in previous years owing to crop conditions in some areas and the increase in mechanization on farms, particularly in Western Canada. Nevertheless, it became necessary to arrange for the transfer of substantial numbers of workers from areas where labour was plentiful to areas where there was a shortage of help. As was the case in previous years, the railway companies cooperated with the Department in arranging for these movements. Three movements of an international character were also arranged during the year.

The following table sets out particulars of the various movements of farm labour which were carried out during the fiscal year ending March 31, 1950, including the numbers of workers involved in each case.

TABLE No. 1.—FARM LABOUR MOVEMENTS DURING THE FISCAL YEAR ENDED MARCH 31, 1950

Type of Movement	From	To	Number of Workers
Fruit Pickers	Prairie Provinces	British Columbia	160
Grain Harvesters	Ontario and Quebec	Prairie Provinces	975
Hay and Grain Harvesters	Prairie Provinces	Ontario	680
Hay and Grain Harvesters	Maritime Provinces	Ontario	500
General Farm Workers	Nova Scotia	Prince Edward Island	50
Potato Pickers	New Brunswick and Nova Scotia	Prince Edward Island	1,050
Potato Pickers	Province of Quebec and New Brunswick	Maine, U.S.A.	1,350
Tobacco Workers	United States	Ontario	2,150
Sugar Beet Workers	Saskatchewan	Montana	350

Dominion-Provincial Farm Labour Agreements.—The Department again entered into agreements with the Provinces to assist them in carrying out their farm labour programs. During the fiscal year 1949–50, agreements were entered into with each province with the exception of Newfoundland. Under the terms of these agreements, the Federal Government and the Provinces share the costs of transportation of farm workers and other costs incidental to placement. These agreements which have been renewed each year since 1942 have proven to be an extremely effective means of utilizing to the fullest extent available manpower in agriculture and related industries.

Dominion-Provincial Farm Labour Conference.—The seventh annual Dominion-Provincial Farm Labour Conference was held in Ottawa on December 15 and 16, 1949. The Conference was attended by representatives of the Provincial Departments of Agriculture, Head Office and Regional officials of the National Employment Service and officials of the Federal Departments of Agriculture, Veterans Affairs and Labour. Representatives of the United States Employment Service, the United States Embassy, the International Refugee Organization and other interested persons also attended. Among the chief items up for consideration were a review of the activities during the previous year; Intra-provincial, Inter-provincial and International movements of farm labour; certain questions relating to the employment in agriculture of displaced persons and the execution of Dominion-Provincial Farm Labour Agreements for the year 1950–51.

FORESTRY

The tapering off of demand for woods labour, following the war, which first became apparent in the Spring of 1948 reached important proportions from the point of view of employment during the fiscal year 1949–50.

Employment records show that approximately half as many men were employed in woods operations on December 1, 1949, as were employed on December 1, 1947. The fact that job opportunities had decreased was further evident from reports of unfilled vacancies as registered with the National Employment Service by employers. Unfilled vacancies on December 1, 1947, were over 11,000 as compared to only 2,410 on November 27, 1949.

The decrease in demand for woods labour came about through *(a)* the desire of operating mills to reduce stock piles of wood built up in the earlier post-war years, *(b)* reduction in demand for certain wood products, *(c)* greatly reduced buying by the United Kingdom. It might be noted that the loss of a large part of the United Kingdom market very adversely affected the Maritime provinces including Newfoundland, which in the past depended on exports to Great Britain as their principal market for lumber, pit props and certain other forest products.

Close contact was maintained by the Department with the woods labour situation through Industry Associations, Regional Advisory Boards and the National Employment Service in order to find employment for as many farm workers, construction labourers and other seasonal labourers as possible during the winter months.

In view of the lack of demand for woods labour, no displaced persons were brought to Canada during 1949 for woods work.

It might be mentioned that a definite tendency toward increased mechanization by forest industries, particularly in the field of transportation, has been watched with interest. The distinct possibility that this tendency may result in year round operations and a gradual levelling off of peak labour demands during the winter months is of particular interest as farm, construction and other seasonal labour which normally turns to woods work in the winter may well be affected.

PLACEMENT OF IMMIGRANT WORKERS

Immigration-Labour Committee.—The Immigration-Labour Committee was established on March 27, 1947, to advise on group immigration of Displaced Persons and other selected group immigration projects.

The Committee consists of representatives of the Departments of Citizenship and Immigration, Labour, External Affairs, Health and Welfare, the Unemployment Insurance Commission (National Employment Service) and the International Refugee Organization.

From April 1, 1949 to March 31, 1950, the Committee held 14 meetings making a total of 78 meetings since its inception.

Tentative quotas are continuously being established by the Committee covering occupational groups to be admitted. These quotas are determined by labour requirements in particular industries and occupations. Particulars of tentative quotas recommended by the Committee during the fiscal year 1949–50 are shown in the following table:

TABLE No. 2.—QUOTAS AUTHORIZED BY THE IMMIGRATION—LABOUR COMMITTEE DURING THE FISCAL YEAR ENDED MARCH 31, 1950

	Tentative Quotas
Displaced Persons—	
Metal Miners	250
Handicraft Workers	40
Boot and Shoe Workers	40
Professional and Technical Persons	503
Textile Workers	50
Domestic Workers—	
45 to 55 years of age	100
Married Couples (480)	960
Widows with one or two children	25
Restaurant Workers	16
Agriculture—	
General Farm Workers	500
Farm Families	25
Married Couples (460)	920
Sugar Beet Workers—Male	100
Sugar Beet Families	250
Special Church Groups[1]	500
Jewish Farm Families	25
Special Families	100
Movement from Middle East and East Africa	900
Other Group Movements—	
Maltese Construction Workers	300
Italian Wood Workers	14
Dutch Artisans	25
Dutch Farm Workers	500
Total	6,143

[1] Sponsored by Catholic Immigrant Aid Society, Canadian Lutheran World Relief, Canadian Mennonite Board of Colonization, and German Baptist Immigration and Colonization Society.

Selection of Workers Overseas.—During the fiscal year 1949–50 the Department of Labour continued to maintain a small staff in Germany with Headquarters at the Immigration Mission in Karlsruhe. These officers carried out the occupational selection of displaced persons in accordance with quotas authorized by the Immigration-Labour Committee. In selecting displaced persons for movement to Canada under the group movement plan, Labour Department representatives carry out the first screening of prospective candidates who are presented at central points within the various military zones by the International Refugee Organization. Those selected by Labour Department officers are then screened by the medical officers, security officers and immigration officers. During the year under review, there was a noticeable falling off in the number of single women available and willing to accept employment as domestic workers. While all those who were found to be suitably qualified were sent forward, the supply was not sufficient to meet the demand for D.P. domestic workers in Canada which has remained fairly constant. Many girls from D.P. camps leave domestic employment after their first year has been completed and most employers are anxious to obtain replacements.

During the summer of 1948 Department of Labour Selection Representatives interviewed a group of Estonian handicraft workers who were residing as a unit in a D.P. Camp at Schwarzenbek, which is about thirty miles northeast from Hamburg. This group produced very fine handicraft work consisting of display plates, beer steins, cigarette boxes, pocket cigarette cases, all made out of wood; pocket books, book covers, hand bags, etc. produced from leather; needle work consisting of table covers, centre pieces for tables, etc. and in addition, made children's clothing such as fancy sweaters etc. The group also produced certain handicraft articles made from metal.

Particulars concerning the members of the group and photographs of their work were submitted to the Provincial Government of Nova Scotia which had learned of the existence of the group and had expressed an interest in having them settle in Nova Scotia. The Provincial Government asked that the group be brought forward and agreed to provide financial assistance should such be necessary. In the Fall of 1949 this group arrived in Canada and were settled at Hopewell, N.S. where housing accommodation and buildings suitable for their work were available. The group consists of 28 workers who were accompanied by 31 dependents. These people have found a ready market for their articles and are on their way to becoming well established.

To meet the demands of employers for workers from the United Kingdom and to assist residents of the United Kingdom wishing to come to Canada the Department of Labour established an office in London about two years ago. This office acts as a liaison between the National Employment Service of Canada and the British Ministry of Labour and National Services. Canadian employers requiring workers from the United Kingdom to fill vacancies which cannot be filled in Canada may place an order covering their requirements with any National Employment Service office in Canada. Such orders are cleared through the Head Office of the National Employment Service to the Department of Labour office in London which in turn takes the matter up with the British Ministry of Labour and National Services. The latter assists in obtaining suitable workers through its network of local Employment Exchange offices. The London office of the Department of Labour is also available to advise those wishing to come to

Canada concerning possibilities of employment in the various occupations, industries, and localities.

Transportation and Reception of Immigrant Workers.—The ocean transportation of displaced persons is provided and paid for by the International Refugee Organization. Transportation from the port of entry is provided by the Department of Labour in the case of domestic workers and farm workers. In other cases the costs of inland transportation for displaced persons are advanced by the employers who assume the cost of such if the displaced person remains in the employment for a one-year period. Immigrant workers other than displaced persons are required to pay their own transportation costs.

Representatives of the Department of Labour are on hand to meet incoming boats to see that immigrants are dispatched to their destinations. The Department maintains two hostels for the reception of displaced persons. One of these is at St. Paul l'Ermite, just outside Montreal, and is equipped to accommodate 600 persons. The other is at Ajax, near Toronto, and has accommodation for 800 persons. These hostels have all the facilities required to house and feed the numbers indicated. They are used chiefly to accommodate female domestic workers and farm workers who are assigned to individual employers from the hostels. Displaced persons going to industrial employment are usually sent direct from seaboard.

Placements.—In practically all cases of immigrants brought to Canada by the Department of Labour as workers employment has been pre-arranged. In the case of displaced persons the employer is required to sign an application agreeing to employ the worker for a period of at least twelve months at prevailing rates of wages and to arrange for suitable housing. Applications are investigated and the employer is notified as quickly as possible as to whether or not the application has been approved. Workers are then assigned as quickly as can be arranged.

A follow-up is maintained in respect to the employment of displaced persons. Representatives of the Department of Labour visit employers periodically wherever possible. In the case of female domestic workers a very close follow-up is maintained and in this the Department has had the assistance of many church and service organizations. To deal with problems of female domestic workers Community Committees have been established. There is a committee in practically every area where D.P. domestics have been placed. Organizations assisting include the following service clubs: the Y.W.C.A., C.W.L., I.O.D.E., Salvation Army, Canadian Red Cross, Women's Institute, Canadian Girl Guides (French and English Chapters), Rotary Anns, Zonta Club, Business and Professional Clubs, Sisters of Service, Women's Canadian Club, University Women's Club, St. John Ambulance Association, various church organizations such as the Lutheran League, the Protestant Society of Niagara Falls, Parent-Teachers Association, the Greek Catholic Women's League, various national groups and the National Employment Service.

To meet the problem that arose in connection with medical and hospital expenses of indigent immigrants who became ill in the early months of their residence in Canada the Department obtained authority *(a)* to provide assistance in the first six months of residence of a new immigrant, and, *(b)* to enter into agreements with the provinces of Canada on a shareable basis covering the first year of residence. The provision for medical and hospital attention covers immigrants brought to Canada under the group movement plan.

General.—At the time of their selection in Europe displaced persons coming to employment in Canada sign a written undertaking to the Minister of Labour agreeing to remain in the employment to which they are assigned by the Minister for a period of one year. Displaced persons who have fulfilled this undertaking are issued a card bearing a facsimile of the signatures of the Minister and the Deputy Minister of Labour certifying to the fact that they have discharged their undertaking. These are highly prized by the displaced persons and are useful to those wishing to seek employment in other fields. Up to March 31, 1950 a total of 20,788 certificates have been issued to displaced persons who have completed their undertakings.

Many displaced persons who are heads of families have come forward alone with the intention of sending for their families when they became established and had obtained suitable housing. An arrangement was made to facilitate the approval of applications made by displaced persons for their wives and children. A form was provided for the use of employers who wished to assist workers in bringing their dependents to Canada. The employer certifies that he is prepared to provide employment to the worker for a period of one year from the date of the application and that he is satisfied that the worker has obtained suitable housing accommodation. This endorsation of the employer is accepted as evidence that the settlement arrangements are satisfactory and obviates the necessity of individual investigation thus expediting the movement of the dependents of workers. A good many displaced persons were re-united with their families in Canada during 1949–50.

Table No. 3 shows the quotas established or applications approved by the Immigration-Labour Committee under the group movement plan from March 27, 1947, the date on which the Immigration-Labour Committee was established, to March 31, 1950, the numbers who had arrived in Canada up to March 31, 1949 and the numbers which arrived during the fiscal year ended March 31, 1950.

TABLE No. 3.—QUOTAS AND APPLICATIONS APPROVED UNDER THE GROUP MOVEMENT PLAN UP TO MARCH 31, 1950, TOGETHER WITH NUMBERS OF IMMIGRANTS WHO HAVE ARRIVED IN CANADA UNDER THE PLAN

——	Approved Quotas or Applications	Number who Arrived in Canada up to March 31, 1949	Number who Arrived in Canada during 1949–50	Total Arrivals up to March 31, 1950
DISPLACED PERSONS—WORKERS				
Woods Workers	3,473	3,473	.....	3,473
Steel Mills, Foundries and Factories	366	366	.....	366
Track Maintenance Workers	2,382	2,131	251	2,382
Heavy Labour General Pool (1)	652	648	4	652
Metal Miners	3,950	2,967	957	3,924
Hydro Construction	2,500	2,048	452	2,500
Construction Trades	1,000	178	3	181
Ornamental Iron Workers	15	.....	10	10
Jewellers and Watchmakers	17	.....	15	15
Ceramic Workers	6	5	1	6
Handicraft Workers	40	.....	28	28
Furniture Workers	94	62	30	92
Boot and Shoe Workers	143	98	10	108
Professional and Technical Persons	513	.....	9	9
Garment Workers	2,436	2,205	213	2,418
Fur Workers	500	412	32	444
Textile Workers	416	315	.....	315
Milliners	200	.....	187	187

TABLE No. 3.—QUOTAS AND APPLICATIONS APPROVED UNDER THE GROUP MOVEMENT PLAN UP TO MARCH 31, 1950, TOGETHER WITH NUMBERS OF IMMIGRANTS WHO HAVE ARRIVED IN CANADA UNDER THE PLAN—*Con luded*

——	Approved Quotas or Applications	Number who Arrived in Canada up to March 31, 1949	Number who Arrived in Canada during 1949-50	Total Arrivals up to March 31, 1950
DISPLACED PERSONS—WORKERS—*Concluded*				
Domestic Workers—				
Urban	9,500	6,829	1,113	7,942
Rural	1,500	965	192	1,157
45 to 55 years of age	100	.....	2	2
Married Couples (780) couples	1,560	500	700	1,200
Widows with one or two children	225	94	104	198
Restaurant Workers	16	.....	13	13
Agriculture—				
General Farm Workers	4,857	2,828	1,602	4,430
Farm Families	125	22[3]	369[3]	391[3]
Married Couples (600 couples)	1,320	356	690	1,046
Beet Workers Male	350	.....	233	233
Beet Families	625	340[3]	1,138[3]	1,478[3]
Special Church Groups[2]	2,150	.....	761	761
Jewish Farm Families	25	.....	54[3]	54[3]
Nurses	275	44	17	61
Nurses with one Child	25	1	4	5
Special Families	150	76[3]	183[3]	259[3]
Movement from Middle East and East Africa	900	.....	450	450
Ukrainian Community Workers	40	19	4	23
Czecho-Slovaks—Farm and General Labourers	263	62	201	263
Czecho-Slovaks—Special Applications	737	13	31	44
Entering from Sweden	5,000	675	1,027	1,702
Total Displaced Persons—Workers	48,436	27,732	11,090	38,822
DISPLACED PERSONS—WORKERS' DEPENDENTS				
Garment Workers' Dependents	.....	2,178	250	2,428
Fur Workers' Dependents	.....	438	2	440
Millinery Workers' Dependents	.....	.....	290	290
Children of Widowed Domestics	.....	103	122	225
Children of Widowed Nurses	.....	1	4	5
Other Workers' Dependents	.....	3,197	4,756	7,953
Total Displaced Persons—Workers' Dependents	.....	5,917	5,424	11,341
Total Displaced Persons	.....	33,649	16,514	50,163
OTHER GROUP MOVEMENTS—				
Maltese Construction Workers	800	458	9	467
Italian Terrazzo Workers	120	70	10	80
Italian Woods Workers	14	.....	10	10
Bricklayers and Plasterers	200	.....	.....	.....
Dutch Artisans	25	.....	.....	.....
Dutch Farm Workers	500	.....	.....	.....
Total Other Group Movements	1,659	528	29	557
Grand Total	50,095	34,177	16,543	50,720

[1] These workers were brought forward for general placement on farms or in industrial activities without any definite employment having been pre-arranged.

[2] Sponsored by Catholic Immigrant Aid Society, Canadian Lutheran World Relief, Canadian Mennonite Board of Colonization, and German Baptist Immigration and Colonization Society.

[3] Individuals.

VIII.—TECHNICAL PERSONNEL DIVISION

The Technical Personnel Division continued its work of maintaining a detailed inventory of scientists and engineers in Canada. The most important addition to these records is to be found in the registration of the annual graduating classes from Canadian universities. With the co-operation of university officials and the students themselves, 6,150 new questionnaires were added to the files covering the graduating class of 1949. This brought the total of individual records to approximately 49,000 of which 20,108 were gathered from new graduates in the seven classes 1943 to 1949 inclusive. Table 1 classifies those registered with the Division.

TABLE I.—APPROXIMATE DISTRIBUTION OF SCIENTISTS AND ENGINEERS REGISTERED WITH THE TECHNICAL PERSONNEL DIVISION

Classification—		Classification—	
Architecture	1,500	Chemical Engineers	2,600
Civil Engineers	6,800	Veterinary	1,400
Electrical Engineers	5,400	Agriculture	4,400
Forestry	1,300	Mathematics and Physics	2,900
Mechanical Engineers	5,600	Biology	1,100
Mining Engineers	2,600	Household Science	2,700
Metallurgy	900	Miscellaneous	3,600
Geology	1,000		
Chemistry	5,200	Total	49,000

NOTE.—
1. "Miscellaneous" is made up largely of those who have taken "general science" courses along with certain specialized groups whose numbers are comparatively small.
2. The graduating class of 1950 will add approximately 7,000 to the total.
3. It is estimated that present registration embraces over 95 per cent of the scientists and engineers in Canada.

Changes of address and employment are constantly being checked from records of professional organizations, universities, employers, individuals, the press, and reports received from the National Employment Service. The total number of employment changes noted on individual files since the records were first set up in 1941 amounted to over 34,000.

Four quarterly bulletins were issued dealing with such subjects as the supply of mining graduates; the market for new graduates in engineering in 1949 and in 1950; starting salaries for new graduates in science and engineering; emigration; distribution of university graduates by sexes; trends in enrolment in engineering; geographical distribution of opportunities; etc.

The original distribution of these bulletins is limited to professional groups, veteran and university counselling services, the technical press, certain employment officers and persons in industry and elsewhere who have asked to be placed on the mailing list. Much of the matter contained in them, however, is reprinted in the technical press and in professional journals and in this way secures wide circulation. Where matters discussed are considered of more general interest they are made the subject of departmental press releases.

The Division was consulted by a number of professional groups, universities and government departments asking help with specific problems involving engineers and scientists. In all such cases it was found possible to furnish the information desired.

In addition there were several hundred cases where employers or technical personnel seeking employment approached the Division by visit or by letter. In these cases appropriate information of a general nature was provided together

with addresses of the most convenient office of the Executive and Professional Division of the National Employment Service.

In connection with the employment of university students, activities of previous years were continued and expanded. Improvements were made in the mailing list of employers circularized each year by the Minister of Labour on this subject. In view of the record number of new graduates, due to present veteran enrolment, additional publicity was obtained by enlisting the aid of the universities in reaching those of their graduates who are employers, through alumni journals and other graduate publications. Background material was provided by the Division for this purpose, for departmental press releases, and for a circular letter to the secretaries of all service clubs in Canada.

The program of drawing attention to the needs of students for employment was begun by the Division in 1942, applying at that time only to students in engineering and science. It was expanded at the beginning of 1947 to take in all types of university training and to effect co-operation between the National Employment Service and all appropriate agencies of the Department of Labour. The results are becoming increasingly evident in the marked increase in organization, by employers, of systematic recruitment of students.

With the departure of the large numbers of veteran students enrolment will rapidly return to normal proportions. What was done originally as a war measure and expanded as part of the rehabilitation program will undoubtedly leave for students of the future, a legacy in the form of a much better employment market than ever existed before.

On the question of supply and demand, considerable progress was made with the review of estimates of prospective openings made originally in 1946. The employers concerned, on being approached by the Executive and Professional Division of the National Employment Service were able in many cases to extend their original forecasts to 1953 or 1954. The general picture was one of a continued shortage where experienced men were required but of some easing in the demand insofar as it affected new graduates.

This in turn indicates that the era of rapid re-building of engineering and scientific staffs *numerically*, was gradually coming to an end. There were still indications, however, of an annual demand much in excess of any figure for normal peacetime graduating classes which might be arrived at by studying only past trends. With the decline in enrolment it appeared quite possible that the supply of new graduates, particularly in some branches, might again fall below the demand in another three or four years' time. Mining engineering was a case in point.

In the matter of co-operation with the Canadian Committee on Student Guidance in Science and Engineering, the outstanding event was the publication and distribution of the Guidance Booklet dealing with the natural sciences and engineering. This project was begun during the preceding fiscal year. It involved the collection by the Committee of authentic material on each branch of science and engineering from the appropriate professional groups and the preparation by the Division of the opening sections of the booklet dealing with those matters which applied generally to all branches. Once this material was ready it became the function of the Economics and Research Branch of the Department of Labour to arrange for the printing and distribution. When finally distributed under departmental auspices, the booklet was exceptionally well received in all quarters. Numerous expressions of appreciation left no doubt that it filled a long-felt need. This was naturally a source of gratification to all those who participated in the project. Of equal significance, however, is the demonstration of the possibilities for co-operation between government agencies on the one hand and the scientific and engineering professions on the other.

IX.—ECONOMICS AND RESEARCH

The Economics and Research Branch, formerly the Research and Statistics Branch, serves as the central agency in the federal government for economic analyses and research in the field of labour. During the fiscal year under review the Branch undertook analytical and research projects on labour problems, including manpower, employment and unemployment, occupations, productivity, collective bargaining, labour organization, wages, working conditions and social analysis.

Surveys were undertaken in co-operation with the Dominion Bureau of Statistics and operating agencies in the field, including the National Employment Service and the Unemployment Insurance Commission. Reports and articles were prepared for publication and for use in the Department as well as for other interested agencies.

Wage Rates and Working Conditions.—Information concerning wage rates and hours of labour is obtained annually from employers and occasionally in connection with industrial disputes, preparation of minimum wage schedules, etc. Reports from representative employers are requested showing the rates of wages for the principal classes of labour, hours of work per day and per week, particulars of statutory holidays and rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment, such as production or incentive bonuses, annual vacation and sick leave with pay is also collected.

The Department publishes an annual report on Wages and Hours of Labour as a supplement to *The Labour Gazette.* This contains tables of index numbers of wage rates, as well as tables of wage rates and hours of labour for the main occupations in most industries.

The latest report, No. 31, issued as a supplement to *The Labour Gazette* for November, 1949, contains index numbers of wage rates for the period 1901 to 1948 as well as tables showing rates of wages by occupation within industries of standard or normal hours of work. Wage rate data are shown for selected occupations in various industries for 1948, for Canada, by province or region and in some cases by city.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1941–1949
(Rates in 1939 = 100)

Industry	1941	1942	1943	1944	1945	1946	1947	1948	1949 (Preliminary)
LOGGING	114·0	125·9	143·1	146·1	153·3	167·4	195·1	218·8	216·0
Logging, Eastern Canada	114·8	124·9	142·0	143·2	151·4	162·8	188·3	212·0	
Logging, British Columbia, Coastal	110·6	129·7	147·5	156·8	160·5	184·9	220·8	224·2	
MINING	111·2	116·6	123·7	134·8	136·5	140·6	161·7	181·9	185·8
Coal mining	109·4	113·1	124·8	146·0	146·2	146·7	166·7	192·9	
Metal mining	112·2	118·7	123·1	125·2	128·2	135·7	157·7	173·1	
Metal mining, Quebec and Ontario	112·2	118·0	121·7	123·7	124·6	128·9	151·8	166·9	
Metal mining, Manitoba	107·8	114·4	121·7	127·4	127·4	140·6	163·4	173·9	
Metal mining, British Columbia	113·7	123·0	128·7	132·1	141·9	159·0	177·6	195·7	
MANUFACTURING	115·2	125·5	136·8	141·4	146·5	161·5	183·3	205·9	219·1
Primary textile products	119·0	127·8	140·4	146·0	151·5	165·6	190·1	224·2	
Cotton yarn and cloth	123·8	128·1	136·6	139·1	148·7	161·6	189·0	230·6	
Woollen yarn and cloth	120·1	136·6	152·8	160·3	163·5	183·1	209·8	241·3	
Knitting—hosiery, underwear and outerwear	112·5	123·6	138·5	146·2	150·3	162·5	184·3	213·8	
Rayon yarn and fabric	122·9	129·0	141·3	147·0	148·9	164·7	186·8	218·2	
Clothing	118·0	129·0	139·3	144·3	156·3	176·2	189·5	205·9	
Men's and boys' suits and overcoats	117·9	129·8	146·6	151·9	164·1	182·1	203·0	214·8	
Work clothing	118·2	133·3	140·8	141·0	148·0	160·3	173·0	197·1	
Men's shirts	107·0	122·6	135·9	146·5	157·0	171·7	196·6	209·4	
Women's and misses' suits and coats	126·9	131·8	134·5	137·5	152·7	176·2	186·2	206·3	
Dresses	118·8	127·5	133·2	138·9	152·5	179·2	178·5	196·9	

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1941–1949
—*Concluded*
(Rates in 1939=100)

Industry	1941	1942	1943	1944	1945	1946	1947	1948	1949 (Preliminary)
MANUFACTURING—*Concluded*									
Rubber products	117·1	127·1	134·4	139·8	143·4	167·7	190·1	213·7	
Pulp and its products	109·5	115·1	120·3	125·7	127·3	148·6	173·8	193·6	
Pulp	114·4	124·0	128·6	135·3	136·3	162·8	193·5	214·3	
Newsprint	107·7	109·6	115·4	119·6	120·9	137·3	158·4	174·3	
Paper other than newsprint	107·5	113·2	120·1	124·7	126·8	147·0	170·9	191·8	
Paper boxes	115·5	123·9	128·9	133·1	138·5	151·6	175·8	202·3	
Printing and publishing	105·8	110·0	113·7	116·3	118·5	127·3	138·9	158·2	
Newspaper printing	105·5	108·3	112·5	116·5	119·1	125·7	136·6	152·6	
Job printing	105·9	110·6	113·8	114·9	117·7	129·8	142·4	165·9	
Lumber and its products	117·7	131·0	142·9	148·2	156·1	178·3	205·2	226·2	
Sawmill products	115·0	130·7	143·8	148·7	157·5	184·8	215·7	236·5	
Planing mills, sash, doors, etc.	120·0	123·7	134·9	139·4	147·2	161·2	180·2	195·9	
Wooden furniture	125·0	139·0	147·6	154·8	159·5	171·7	192·6	218·8	
Edible plant products	115·0	122·5	130·0	134·2	139·4	153·0	175·0	194·5	
Flour	113·9	121·5	133·3	135·0	139·2	153·1	178·0	196·5	
Bread and cake	115·5	123·9	128·9	134·3	139·0	152·6	174·2	191·6	
Biscuits	114·4	121·8	131·9	135·8	142·0	159·2	184·1	210·5	
Confectionery	114·5	118·2	130·0	131·8	139·0	148·7	167·0	189·3	
Fur products	113·7	121·7	127·3	130·5	140·5	150·7	170·5	195·6	
Leather and its products	122·5	134·8	142·9	145·4	153·5	167·5	198·5	219·3	
Leather tanning	119·5	133·9	148·9	156·8	167·0	181·1	215·7	239·7	
Boots and shoes	123·2	135·0	141·7	142·6	150·1	164·0	194·2	214·1	
Edible animal products (Meat products)	112·7	119·0	135·1	137·3	141·0	165·4	189·1	217·0	
Iron and its products	112·9	125·6	138·8	142·6	148·2	159·6	180·4	200·5	
Crude, rolled and forged products	108·1	122·2	135·5	143·5	149·1	170·6	189·6	215·3	
Foundry and machine shop products	116·0	120·9	137·0	140·8	149·5	161·0	189·6	212·1	
Machinery, engines, boilers, tanks, etc.	116·2	129·7	141·7	147·9	147·3	155·8	177·4	195·8	
Aircraft and parts	109·5	122·7	134·0	138·7	148·7	154·6	162·9	173·3	
Steel shipbuilding	121·2	132·2	144·4	145·3	145·9	148·8	163·7	175·7	
Motor vehicles	108·6	115·8	122·7	126·3	130·3	140·4	151·1	163·1	
Motor vehicle parts and accessories	110·2	127·0	145·7	147·1	148·2	162·3	191·0	215·3	
Heating and cooking apparatus	115·6	131·0	143·5	149·5	155·4	163·5	192·0	226·6	
Agricultural machinery	117·6	136·7	151·9	155·8	157·5	178·5	207·3	232·0	
Sheet metal products	114·1	126·4	150·1	155·1	154·9	161·9	185·0	211·3	
Tobacco products	113·0	120·4	131·5	140·3	140·5	156·9	186·4	232·2	
Beverages (Brewery products)	113·3	117·1	121·9	123·5	127·9	148·4	160·7	182·9	
Electric current production and distribution	112·0	120·2	129·6	132·5	134·4	143·5	154·8	169·7	
Electrical products	123·2	133·7	149·2	154·1	156·8	169·1	195·5	225·6	
CONSTRUCTION	111·6	118·6	127·7	129·6	131·1	143·9	155·0	176·3	184·2
TRANSPORTATION AND COMMUNICATION	109·7	116·4	127·0	128·0	128·8	143·5	149·3	174·3	175·8
Transportation	110·1	117·0	127·7	128·7	129·2	145·9	151·6	178·8	
Water transportation (Inland and Coastal)	113·3	125·8	138·8	142·2	144·6	162·3	183·8	213·5	
Steam railways	109·4	114·8	125·5	125·5	125·5	142·3	142·3	170·2	
Electric street railways	109·1	115·8	121·2	125·7	126·6	139·5	162·3	175·0	
Communication—Telephone	106·4	112·0	121·9	122·4	125·6	125·2	132·2	140·4	
SERVICE—LAUNDRIES	110·5	116·5	127·3	128·9	135·4	147·5	170·5	183·0	194·
GENERAL AVERAGE	113·1	122·5	133·7	137·9	141·8	155·2	173·7	195·8	

TABLE 2.—INDEX NUMBERS OF WAGE RATES FOR CERTAIN MAIN GROUPS OF INDUSTRIES IN CANADA, 1901–1949

(Rates in 1939 = 100)

Year	Logging	Coal Mining	Metal Mining	Manufacturing	Construction	Water Transportation	Steam Railways	Electric Railways	Laundries	Telephones	General Average
1901.....	51·4	47·4	61·2	.....	35·3	43·9	33·7	32·8	.....	.....	38·1
1902.....	52·6	48·0	61·6	.....	37·7	44·1	35·2	34·9	.....	.....	40·0
1903.....	53·9	48·9	59·5	.....	39·5	43·9	36·8	36·5	.....	.....	41·4
1904.....	54·6	48·8	58·1	.....	40·9	44·5	37·6	37·5	.....	.....	42·3
1905.....	57·0	49·5	58·7	.....	42·8	44·7	36·5	37·7	.....	.....	43·1
1906.....	59·4	50·1	62·5	.....	45·0	45·5	38·9	39·0	.....	.....	44·9
1907.....	60·3	53·6	61·7	.....	47·0	46·5	39·6	41·8	.....	.....	46·3
1908.....	58·6	54·3	62·6	.....	47·7	47·6	42·2	42·0	.....	.....	47·4
1909.....	61·9	54·5	63·2	.....	48·7	48·3	42·3	41·7	.....	.....	48·3
1910.....	64·0	54·0	62·5	.....	50·9	48·4	44·1	44·0	.....	.....	49·9
1911.....	65·6	55·9	63·1	45·0	52·9	49·1	46·9	45·2	.....	.....	49·2
1912.....	67·7	56·4	66·3	45·8	56·2	50·1	47·9	47·4	.....	.....	50·8
1913.....	68·7	57·3	65·3	47·2	58·6	52·0	49·0	51·3	47·0	.....	52·1
1914.....	64·3	58·4	65·4	48·7	59·1	52·8	49·9	51·8	49·2	.....	52·8
1915.....	61·1	58·7	66·2	50·1	59·4	54·0	49·8	50·2	47·5	.....	53·2
1916.....	73·0	64·0	73·2	54·3	60·0	54·9	51·8	52·5	50·7	.....	56·9
1917.....	95·8	75·0	81·1	60·4	64·4	64·5	61·0	58·8	56·8	.....	65·2
1918.....	110·3	90·5	88·1	69·2	73·8	78·6	77·3	73·3	65·6	.....	76·6
1919.....	127·3	97·8	88·4	85·0	86·8	86·7	90·1	83·8	75·1	.....	90·0
1920.....	142·5	113·3	102·9	102·4	106·0	105·2	108·2	99·7	88·2	92·2	107·0
1921.....	102·2	119·4	95·2	95·4	99·9	96·0	95·9	98·6	97·3	91·8	97·5
1922.....	79·6	113·4	88·0	89·2	95·3	86·7	90·3	94·6	98·2	87·2	91·1
1923.....	93·5	113·4	91·9	92·5	97·5	91·5	91·2	95·6	99·6	88·6	93·6
1924.....	105·9	110·3	92·0	93·2	99·4	90·2	91·2	95·7	99·9	89·0	94·8
1925.....	95·2	96·1	93·3	92·3	99·8	90·4	91·2	96·4	99·0	89·1	93·8
1926.....	95·5	96·0	93·2	92·8	100·9	90·2	91·2	96·7	99·9	89·7	94·4
1927.....	97·7	96·3	93·3	94·1	105·0	91·3	97·1	97·5	100·8	91·4	96·4
1928.....	99·0	96·8	93·2	94·8	108·7	91·9	97·1	99·6	101·6	93·1	97·5
1929.....	98·7	96·8	93·8	95·4	115·8	96·1	100·0	101·9	101·8	94·2	99·2
1930.....	97·5	97·1	93·9	95·5	119·1	97·2	100·0	102·3	102·0	94·7	99·9
1931.....	81·5	97·1	92·6	93·1	114·7	93·0	97·5	101·9	101·5	95·0	96·6
1932.....	67·1	94·1	89·7	87·0	104·5	86·5	90·1	98·1	99·0	88·6	89·7
1933.....	57·4	92·8	88·6	82·9	92·5	81·2	88·0	93·8	97·0	87·9	85·1
1934.....	65·7	93·4	90·9	85·2	90·7	80·5	85·0	93·7	96·1	93·7	85·9
1935.....	73·1	95·0	92·6	87·0	93·6	81·1	90·1	94·3	96·6	93·0	88·4
1936.....	80·9	95·1	94·9	89·1	94·2	82·4	90·1	95·2	97·1	93·8	90·0
1937.....	93·9	95·6	99·1	96·1	96·9	92·0	96·0	97·8	98·3	98·5	96·7
1938.....	101·8	100·0	99·6	99·2	99·2	99·1	100·0	99·4	99·7	99·7	99·6
1939.....	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0	100·0
1940.....	104·9	102·1	102·8	104·3	104·5	105·2	100·0	103·9	105·4	101·3	103·9
1941.....	114·0	109·4	112·2	115·2	111·6	113·3	109·4	109·1	110·5	106·4	113·1
1942.....	125·9	113·1	118·7	125·5	118·6	125·8	114·8	115·8	116·5	112·0	122·5
1943.....	143·1	124·8	123·1	136·8	127·7	138·8	125·5	121·2	127·3	121·9	133·7
1944.....	146·1	146·0	125·2	141·4	129·6	142·2	125·5	125·7	128·9	122·4	137·9
1945.....	153·3	146·2	128·2	146·5	131·1	144·6	125·5	126·6	135·4	125·6	141·8
1946.....	167·4	146·7	135·7	161·5	143·9	162·3	142·3	139·5	147·5	125·2	155·2
1947.....	195·1	166·7	157·7	183·3	155·0	183·8	142·3	162·3	170·5	132·2	173·7
1948.....	218·8	192·9	173·1	205·9	176·3	213·5	170·2	175·0	183·0	140·4	195·8
1949*....	216·0	192·4	180·5	219·1	184·2	.....	170·2	177·7	194·8	151·3	205·1

* Preliminary figures

The general level of wages in Canada during 1948 was higher than in any previous year on record, and the increase in 1948 was greater than in any other year since 1939. The index covering six main industrial groups was 95·8 per cent higher than in 1939, and 83 per cent higher than in 1920 which was the peak year of the inflationary movement following World War I.

During the period 1939 to 1948, considerable increases in wage rates in all industries were recorded year by year, continuing the advance from the relatively low levels of the depression reached in 1933. From 1939 to 1940, the general index number of wage rates advanced 3·9 per cent; from 1940 to 1941, 8·8 per cent; from 1941 to 1942, 8·3 per cent; from 1942 to 1943, 8·4 per cent; from 1943 to 1944, 3·5 per cent; from 1944 to 1945, 2·8 per cent; from 1945 to 1946, 9·4 per cent; from 1946 to 1947, 11·2 per cent; and from 1947 to 1948, 12·7 per cent. The percentage increase was greater, therefore, in 1948 than in any of the preceding years since 1939.

Preliminary calculations for 1949 show an increase of 4·7 per cent over 1948 and a rise of 105·1 per cent from the 1939 level. This index and other preliminary figures are given in the accompanying tables.

A monthly article on wages, hours and working conditions in certain industries appears in *The Labour Gazette.*

Strikes and Lockouts.—The Branch, in co-operation with the Industrial Relations Branch, is responsible for maintaining a record of strikes and lockouts in Canada. Information concerning this record will be found in the chapter of this report dealing with industrial relations.

Collective Agreements.—The Department of Labour endeavours to obtain from employers and trade unions copies of all collective agreements. Agreements received are recorded by industry and the number of workers affected. Representative agreements are summarized each month in *The Labour Gazette.* Records are also kept and summaries made in *The Labour Gazette* of Orders in Council extending agreements under the Collective Agreement Act of Quebec, and of Orders in Council making binding schedules of wages and hours under the Industrial Standards Act, etc., of certain other provinces. Inquiries received from officers of the Department, the International Labour Office, employers, union organizations and others as to various provisions to be found in agreements, many involving research work, were dealt with.

Two analytical and statistical studies on collective agreements were prepared: One entitled *Numbers of Workers Affected by Collective Agreements in Canada, 1948, by Industry,* was published in the December, 1949, issue of *The Labour Gazette* (pp. 1521–1526) and the other *Collective Agreements in the Primary Textile Industry* is to be published in the May, 1950 issue. The accompanying table gives figures for the principal industrial groups for the years 1946, 1947, and 1948. A more detailed table was published in *The Labour Gazette* for December, 1949, at page 1523.

Labour Organiza'ion in Canada.—Most of the "local unions" in Canada are branches of trade unions, many of which are organizations having branches both in Canada and the United States. Canadian local unions are, in most cases, affiliated with either the Trades and Labour Congress of Canada, the Canadian Congress of Labour or the Canadian and Catholic Confederation of Labour in the province of Quebec. As a rule, Canadian locals which are branches of unions affiliated with the American Federation of Labour in the United States are affiliated with the Trades and Labour Congress, while those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses also has a number of purely Canadian organizations affiliated with it, either trade unions with a number of branches in different places, or strictly local unions which are directly chartered by them.

TABLE 3.—NUMBER OF WORKERS AFFECTED BY COLLECTIVE AGREEMENTS IN CANADA, 1946, 1947, AND 1948, BY INDUSTRY

Industry Group	1946	1947	1948		
	Total	Total	Agreements (other than those extended under Collective Agreement Act, Quebec)	Agreements extended under Collective Agreement Act, Quebec	Total (a)
	Number of Workers	Number of Workers	Number of workers	Number of workers	Number of workers
Totals	(b) 995,736	(b) 1,120,310	1,045,889	204,428	1,212,964
Agriculture	Nil	Nil	Nil	.....	Nil
Forestry, Fishing, Trapping	38,471	42,029	43,278	.....	43,278
Mining (including milling), Quarrying, Oil Wells	48,823	45.595	49,994	40	49,998
Coal mining	23,254	21,073	22,435	.....	22,435
Metal mining	19,358	17,141	19,215	.....	19,215
Other	6,211	7,381	8,344	40	8,348
Manufacturing	494,187	(b) 575,943	557,280	88,603	615,488
Vegetable Foods	24,623	23,755	24,166	1,209	25,375
Other Vegetable Products	31,940	33,318	33,720	.....	33.720
Animal Foods	22,575	24,906	21,869	.....	21,869
Leather and Fur Products	25,669	(b) 28,374	12,338	19,881	27,744
Textile Products	76,850	87,560	83,452	32,302	99,044
Wood and Paper Products (including printing)	96,560	119,445	115,335	16,672	128,525
Iron and Its Products	135,618	160,178	159,069	15,480	170,141
Non-Ferrous Metal Products	50,339	62,160	68,249	539	68.788
Non-Metallic Mineral Products	15,795	18,354	18,885	858	19,743
Chemical Products	11,325	14,075	14,963	1,662	15,305
Miscellaneous products	2,893	3,818	5,234	.....	5,234
Electricity, Gas Production and Supply	15,754	18,350	18,548	.....	18,548
Construction	(b) 96,873	(b) 111,769	40,027	85,479	125,009
Transportation and Communication	232,248	241,983	253,550	9,224	258,154
Electric railways and local bus lines	20,149	20,334	22,016	.....	22,016
Steam railways (including express)	139,298	147,139	151,669	.....	151,669
Water transportation (including stevedoring)	37,740	32,242	32,258	4,908	33,041
Other	35,061	42,268	47,607	4,316	51,453
Trade	20,828	(b) 25,759	20,286	11,703	31,989
Finance and Insurance	(c)	(c)	Nil	(c)	(c)
Service	48,552	58,882	62,926	9,379	70,500

(a) These totals are not the sum of the numbers in the two previous columns. Duplications are eliminated. *(b)* Revised. *(c)* One agreement for several towns in Quebec included under "Trade" also includes employees of financial institutions.

Of the international unions not affiliated with the Canadian Congresses, the most important are the four railway brotherhoods of engineers, firemen and enginemen, conductors and trainmen. Most of the other railway unions in Canada are affiliated with the American Federation of Labour in the United States and with the Trades and Labour Congress in Canada, the chief exception being the Canadian Brotherhood of Railway Employees and other Transport Workers, which is affiliated with the Canadian Congress of Labour.

At December 31, 1948, the recorded membership in all trade unions in Canada which reported to the Department of Labour was 977,594. This figure was slightly more than 7 per cent higher than that of 912,124 which was reported for the year 1947. The current figure is the highest recorded by the Department. In addition to the statistics supplied by the headquarters of central bodies and national and international unions, all known local unions are requested to supply information on membership. In 1948, out of a known total of 5,114 local branches, 4,316 reported memberships totalling 810,916.

More complete information is contained in the annual report on Labour Organization in Canada which is published by the Department. Corresponding

statistics for the year ending December 31, 1949, will be published in *The Labour Gazette* at a later period.

Unemployment in Trade Unions.—The Department of Labour collects reports from local trade unions throughout Canada, showing their membership and the number of members unemployed at the reporting date. A calculation is made from these reports to show the percentage of the members who are unemployed.

These calculations were commenced on a quarterly basis at the end of 1915. From 1919 to 1943 inclusive, they were compiled on a monthly basis, but since the beginning of 1944 they have been compiled only once each quarter, at the end of March, June, September, and December.

During 1949 the average number of local union branches which reported each quarter was 2,614. These local branches reported memberships averaging 510,845 of which an average number of 15,560 or 3·0 per cent were unemployed on the quarterly dates.

Fatal Industrial Accidents.—The Department continued the compilation of statistics on fatalities resulting from accidents to workers during the course of their employment, or arising out of it or resulting from industrial diseases. Figures for such fatalities in the year 1949, classified by industrial groups, province of occurrence and cause, were published quarterly in *The Labour Gazette* and a summary for the calendar year, together with statistical analysis appeared in the issue for April, 1950, (pages 557–8 and 594–603). As in previous years, information was obtained from the various provincial and federal authorities, factory inspectors, Departments of Mines, etc., and from newspapers.

The number of fatalities recorded during 1949 was 1,344 as compared with 1,387 (revised figure) for 1948.

Nine industrial accidents which caused the death of three or more persons in each case were reported to the Department in 1949. The most serious of these occurred off Trial Island, near Victoria, British Columbia, on November 26, when a fishing craft was shipwrecked in a storm causing the death of six members of the crew. Four crew members of an aircraft, and two paper plant employees who were travelling in connection with their work were killed near St. Joachim, Quebec, on September 9, when an explosion in an aeroplane caused it to crash. On August 23, four members of the Meteorological Service of the Department of Transport and a nurse on duty were killed near Norway House, Manitoba, when the aircraft in which they were travelling crashed. Three persons were killed in each of the remaining six cases.

Classification of accidents by causes showed that the largest number, 422, were caused by "moving trains, vehicles, etc." Fatalities resulting from causes in other classifications were: "falls of persons", 204; "falling objects", 159; "dangerous substances", 148; "industrial diseases", 132; "striking against or being struck by objects", 57; "working machines", 26; "hoisting apparatus", 23; "handling of objects", 19; "prime movers", 16; "animals", 16; "tools", 3; and "other causes", 119.

The classification of industrial fatalities by province of occurrence showed that the largest number, 505, were in Ontario; 268 occurred in Quebec; 227 in British Columbia; 123 in Alberta; 55 in Manitoba; 55 in Nova Scotia; 51 in Saskatchewan; 36 in New Brunswick; 14 in Newfoundland; and 1 in Prince Edward Island.

Analysis by industrial groups showed that there were 254 fatal accidents in transportation and public utilities; 244 in manufacturing; 184 in mining, non-ferrous smelting and quarrying; 148 in construction; 141 in logging; 130 in service; 118 in agriculture; 43 in trade; 42 in electricity, gas and water production, and supply; 33 in fishing and trapping; 2 in finance; and 5 were unclassified.

Certain statistics of non-fatal accidents were compiled from reports submitted by the various provincial Workmen's Compensation Boards covering the calendar year 1939 and the years 1943 to 1949, inclusive, were published in the April, 1950, issue of *The Labour Gazette*, (pages 602–3).

During the fiscal year the Branch consulted the Workmen's Compensation Boards of all the provinces with a view to obtaining statistical data relating to non-fatal accidents which will enable the compilation of statistics on a national basis.

Labour Market.—The impact of the changing pattern of private investment in Canada during 1949, the growing number of industries for which backlogs of domestic demand had been met and the shifts in some foreign markets, all had significant effects on employment conditions in Canada during the fiscal year. Although total employment remained high, a growing number of special area and industry labour market problems developed. As a result, the work performed by the Branch in this field intensified and more emphasis was placed on special area and industry studies. Many reports were prepared which analysed and evaluated current labour market conditions for the country as a whole and especially for individual industries and areas.

A series of reports was prepared on current employment conditions and the outlook for employment during the winter months for the five economic regions of Canada. Other reports were prepared dealing with organized movements of seasonal workers in agriculture, the employment effects of industrial expansion, current employment problems in primary steel industries, and employment and economic conditions. In addition, a series of regular reports was prepared on current employment conditions in Newfoundland as well as special reports on conditions in about 20 individual areas across the country.

A number of regular and special articles were prepared for publication in *The Labour Gazette*. The regular articles included a monthly report on current employment conditions in Canada, and during each of the first three months of 1950, a summary of current labour conditions. The Branch prepared articles for publication in *The Labour Gazette* dealing with "The Canadian Labour Force" and "Seasonality of Employment in Canada", and "Unemployment Amongst Older Workers, 1945–1949".

A regular news release on current employment conditions in Canada was also prepared and assistance given in the preparation of a number of special reports for the use of other government departments and for the International Labour Organization.

Employment Forecast.—Direct forecasts of employment in the key manufacturing and primary industries, three months and six months in advance, were prepared. These short-term forecasts were based on information obtained quarterly from a group of approximately 400 selected firms, operating about 800 establishments in manufacturing, logging, mining, communications and retail trade. The quantitative forecasts were supplemented by qualitative information relating to the outlook for production and employment, the supply of labour and

the situation in regard to raw materials, domestic and export market prospects, inventory position, plant expansion, and government policy having a possible effect on employment.

The qualitative information was obtained by personal interview with responsible industrial executives, resulting in confidential information otherwise unavailable.

The data obtained have been used by officials in the Department of Labour and in other government departments in anticipating probable employment trends and as a basis for related reports on Canada's employment and economic outlook.

Occupational Analysis.—During the fiscal year progress was made in the revision of occupational wage reporting schedules already being used, and in the preparation of similar schedules in other fields of industry.

Each wage reporting schedule lists occupations which are considered to be representative of a specific industry and describes briefly each occupation. The purpose of this procedure is to ensure a higher degree of uniformity and standardization in the reporting of wage rates on an occupational basis.

Group organizations and representative firms are consulted in order that the schedules may serve as adequately as possible the purpose for which they are designed.

The program connected with the series of monographs and pamphlets on occupations for distributiou to National Employment Service offices, teachers, counsellors, students, personnel departments in industry, etc., was continued and advanced during the year.

Monographs and pamphlets on the following "Construction Trades" were printed and distributed: carpenter; bricklayer and stonemason; plasterer; painter and decorator; plumber; pipefitter and steamfitter; sheet metal worker; electrician. Resulting from the request of the Canadian Committee for Student Guidance in Science and Engineering representing the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy, and the Chemical Institute of Canada, the Department of Labour co-operated in the preparation and publication of an authoritative reference book to help meet the needs of high school students contemplating careers in natural science and engineering. Through the Canadian Council of Professional Engineers and Scientists, helpful material was also obtained from the Canadian Society of Forest Engineers, the Royal Architectural Institute of Canada, and the Agricultural Institute of Canada.

This particular project fitted into the broad program of occupational studies being made by the Economics and Research Branch, and as a result of this co-operative effort, monographs were published on the following in a booklet entitled "Careers in Natural Science and Engineering": agricultural scientist, architect, biologist, chemist, geologist, physicist, aeronautical engineer, ceramic engineer, chemical engineer, civil engineer, electrical engineer, forest engineer and forest scientist, mechanical engineer, mining engineer and petroleum engineer.

All of these publications were printed in both English and French and have been so well received that it has been necessary to have reprints made to meet the demand.

At the close of the fiscal year, preparatory work was well advanced for the publication of the following in the series of monographs and pamphlets on Canadian occupations: "Motor Vehicle Mechanic and Repairman"; "Machinist and Machine Operator (Metal)"; "The Printing Trades"; "Mining Occupations"; "Social Work"; and "Optometrist". The flexible program provides a specialized treatment of individual occupations and industrial groups.

X.—THE LABOUR GAZETTE

This year *The Labour Gazette* enters its fiftieth year of publication. Its founder and first editor was the Rt. Hon. W. L. Mackenzie King and *The Labour Gazette* still recognizes and follows the general policy laid down by him in the first issue (September 1900): "*The Labour Gazette* is an official publication by the Dominion Government... It is the Journal of the Department of Labour and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects."

Throughout the half-century, *The Labour Gazette* has reflected the many and varied changes that have taken place in industrial and labour relations and social conditions in this country. It has never deviated from its original purpose of reporting objectively and factually the current trends in labour and industry.

In conformity with this practice, *The Labour Gazette* during the fiscal year under review, published records of labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, labour-management co-operation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, Canadian Government Annuities, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the Canada Labour Relations Board. Numerous special articles on the economic and social aspects of labour problems, many of which were prepared by the Economics and Research Branch, also appeared in the various issues.

In addition, *The Labour Gazette* contained articles on social, industrial and economic conditions in Great Britain, the United States and other countries; especially where these were in some degree analogous to those in Canada.

The proceedings of the International Labour Organization, the 81st annual conference of the British Trades Union Congress and the inaugural meeting of the International Confederation of Free Trade Unions received comprehensive coverage. There were occasional articles on economic stabilization, post-war reconstruction, social security and related material from other Government departments.

The subscription rate remained at one dollar per year for general subscribers, with a special rate of fifty cents per year to groups of 10 or more to accommodate the requirements of trade union locals, students, and companies wishing to subscribe for their staffs.

At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at two dollars a volume.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 14,608, (12,090 in English, 2,518 in French). Of this number, the average monthly paid circulation was 7,298 and the complimentary circulation was 7,310.

XI.—INFORMATION BRANCH

Since the establishment of the Information Branch on January 1, 1943, it has been concerned with providing a broad information and publicity service for the several activities of the Department, including the National Employment Service, the Unemployment Insurance Commission, and the Wartime Labour Relations Board (National), and its successor, the Canada Labour Relations Board. It has been the policy of the Department to keep the public fully informed, not only in regard to the legislation it administers, but also on the operations of its several branches.

The Information Branch is responsible for the preparing and issuing of press and radio releases on all policies and activities of the Department. During the fiscal year under review 200 news releases were issued.

Throughout the year the Department found it necessary to carry out several advertising campaigns to inform the public concerning regulations, labour supply projects, employment of university graduates (including war veterans), immigration (in particular the movement of men and women from the Displaced Persons Camps in Europe), Government Annuities, and similar matters. Newspapers and other publications, radio stations, posters, photographs, and circular letters were all used extensively by the Information Branch in these campaigns.

Special articles on various departmental activities and operations were provided on request to interested publications. A substantial number of general enquiries on labour and industrial relations were dealt with.

A brief digest of current employment matters, "2 Minutes of Employment Facts", printed in bulletin form, was distributed twice a month to employers and employer groups, leading trade unions and others interested in subjects covered. Regular circulation of this bulletin which is almost entirely on a request basis, stood at about 29,000 copies. In addition, several thousand extra copies of certain issues were requested.

The Branch designed and supervised the building of departmental exhibits, advertising the services available through the Department and the Unemployment Insurance Commission, which were circulated to Fall fairs and exhibitions throughout Canada.

Officers of the Branch co-operated with the National Film Board and other Departments on interdepartmental information projects, notably the rehabilitation of ex-service personnel and the employment of older veterans.

The Department, through a special vote financially assisted the National Film Board in the operation of its industrial circuits, as an exhibition agency of Government films. Under this arrangement, an Industrial Film Preview Library, consisting of films chosen on the advice of the Information Branch, has been set up by the Film Board. Blocks of films were distributed during the year on a flexible schedule throughout the country with a view to encouraging the formation of community industrial film councils.

During the fiscal year, the Branch assisted in the preparation of a script and in the technical supervision of a two-reel film "Date of Birth". This film, completed by the National Film Board, deals with the problem of employment for the older worker. The film will be released during the fiscal year 1950–51.

Work was also begun on the 6th film in the series "Accidents Don't Happen" produced through the facilities of the National Film Board, and representing the first steps in implementing the policy of the Department to assist provincial Governments and associated agencies, as well as employer and employee associations working in the field of accident prevention. The 5th film, dealing with safe clothing in industry, distributed during the fiscal year, was judged the outstanding safety film in 1949 by the National Safety Council of the U.S.A.

XII.—LABOUR LEGISLATION

The Legislation Branch collects information on labour law in Canada and abroad and makes it available through special publications and through articles in *The Labour Gazette.*

An annual report on Labour Legislation in Canada has been issued by the Department since 1915. It contains the text or a summary of the federal and provincial Statutes and statutory orders affecting labour. The 1915, 1920, 1928, 1937 and 1948 Reports are in the form of a consolidation of all labour laws on the statute books of the Dominion and the provinces at the end of those respective years. The 1948 consolidation has been prepared for distribution early in the fiscal year 1950–51. Reports for intervening years ordinarily cover only the legislation enacted during the year, but exception was made in years when there were statute revisions in one or more provinces. The 1949 Report will include legislation in effect at the end of that year in the Province of Newfoundland.

During the fiscal year 1949–50 revised editions of *Workmen's Compensation in Canada: A Comparison of Provincial Laws;* and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-Day and Workmen's Compensation* were issued.

Labour laws enacted by the Parliament of Canada and the provincial legislatures are summarized for *The Labour Gazette* at the close of the sessions. A monthly summary of regulations made by administrative authorities under federal and provincial legislation and reviews of judgments of the Courts in labour cases are also published in *The Labour Gazette.* Special articles on various branches of labour law are published from time to time.

A considerable amount of research has been undertaken in connection with the work of the International Labour Organization Branch and in co-operation with it.

During the year under review there has again been an increase in the number of inquiries from other governments in Canada and abroad, specialists in labour law, students, business firms, and the general public. There has also been a large number of requests for publications.

The Canadian Association of Administrators of Labour Legislation was formed in May, 1938. The objects of the organization, which consists of all Federal and Provincial Departments or Boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement and to bring about greater uniformity in the legislative standards of the provinces through the exchange of information and by annual conferences. The provinces pay an annual membership fee of $25. The Federal Department of Labour provides the services of the Secretary-Treasurer and bears the cost of reporting and distributing to the members reports of proceedings of the annual conference. Because of war conditions, no conferences were held from 1944 to 1947.

Topics which have been discussed at earlier sessions of the Association include minimum wages, industrial standards, maximum hours of work, conditions of Government contract work, accident prevention, factory inspection, employment of women and children, apprenticeship, trade unions, collective bargaining, industrial disputes, such wartime policies as the stabilization of wages and the control of labour, and Canada and the International Labour Organization.

The eighth annual meeting of the Canadian Association of Administrators of Labour Legislation was held in Ottawa, May 16–18, 1949. All provinces except Prince Edward Island were represented. The new Province of Newfoundland had a delegate in attendance and later in the year joined the Association. The topics discussed included labour inspection and accident prevention, apprenticeship and vocational training, accident statistics and the place and function of the Canadian Standards Association in industrial safety. The provincial factory inspectors who were present met separately to discuss accident prevention in woodworking and metal industries. The ninth annual conference will be held in Montreal on May 29–31, 1950.

XIII.—THE LIBRARY

The Library of the Department of Labour was established with the formation of the Department in 1900. Since its inception, the Library has acquired 125,000 volumes and pamphlets dealing with all phases of industry and labour.

The Library serves as a source of information for the Department of Labour, other government departments and agencies, and the public at large. The public is becoming increasingly aware of the value of the Library as a source of information and during the fiscal year under review, about 30 per cent of the inquiries received for material were from non-governmental sources. As an aid to the public, select lists of new books were published monthly in *The Labour Gazette.*

The Library preserves all publications of the International Labour Organization, as well as the chief publications on labour issued by the governments of other countries. In addition, copies of all publications of the Department are preserved together with the constitutions and proceedings of all Canadian unions; those of Empire countries, international unions, and the chief unions of the United States and other countries.

During the fiscal year 1949–50, the work of reclassifying and recataloging material in the Library collection continued; 1,700 volumes were recatalogued and 4,600 were reclassified.

XIV.—RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

The chief functions of the Department of Labour in the re-establishment of ex-service personnel were to assist ex-service personnel in returning to their former employment, to place them in new employment, or to provide training facilities to enable them to acquire special skills before seeking employment.

In carrying out this program, the Department of Labour was made responsible for the administration of the Reinstatement in Civil Employment Act, 1942, and the provision of special facilities within the National Employment Service for the placement of ex-service personnel, and for providing vocational and prematriculation training.

It became apparent early in 1946 that it was desirable to consolidate the provisions of the Reinstatement in Civil Employment Act, 1942, the Reinstatement Regulations and the three amending Orders in Council, and to give statutory effect to the Order in Council provisions. Accordingly, a consolidating Bill was prepared and, after careful consideration by a Select Committee on Veterans Affairs, was introduced in the House of Commons by the Minister of Labour. On August 31, 1946, it received the Royal Assent, becoming effective as from that date, and is known as The Reinstatement in Civil Employment Act, 1946.

The training of discharged members of the armed forces has declined steadily since December 31, 1947. This was the last date on which veterans could apply for training except under special circumstances. During the fiscal year under review, the numbers of veterans in training continued to decline. The task of rehabilitating Canada's veterans has passed the stage in which volume features predominantly. It has now assumed the form of a specialized and continuing program to deal with those whose war service has created problems special to them and difficult to solve even during a period of high employment.

The work of the Veterans Placement Division settled into what appeared to be a more permanent pattern following its reorganization in the latter part of 1947. This reorganization placed full emphasis on employment functions to meet the changing rehabilitation picture resulting from the expiration of many of the benefits available through the Department of Veterans Affairs.

During the fiscal year 1949–50, the duties performed on behalf of the Department of Veterans Affairs seemed to have reached a stable level. Veterans Officers continued to receive applications for medical treatment, pensions, benefits under the Veterans Land Act, re-establishment credits and other continuing benefits. The provision of war veterans allowances, and assistance for older veterans was given considerable attention, and an increasing number of older veterans are receiving these benefits. Some of the veterans of World War II who were above the average age on enlistment are approaching the time when they too will be eligible for these benefits.

In co-operation with the Department of Veterans Affairs, considerable attention has been given to the problem of employment for veterans over 45. The less favourable employment situation during the winter of 1950, resulted in an increase in the numbers of veterans seeking assistance from the Army Benevolent Fund. The Veterans Placement Division again assisted in the handling of applications for grants from this fund.

XV.—RE-ESTABLISHMENT OF JAPANESE IN CANADA

As of March 31, 1948 all orders made under wartime emergency legislation giving authority for the exercise of controls over the movement and placement of persons of the Japanese race in Canada were revoked. The Department has, however, since that time had the responsibility for administering agreements entered into by the Federal Government with each of the provinces of British Columbia, Alberta and Manitoba under the terms of which the Federal Government agreed to reimburse the provinces for one-half of the expenditures incurred by the provinces in the period April 1, 1948 to March 31, 1950 in making necessary provisions for the welfare of persons of the Japanese race resident in the province who had been evacuated from the coastal area of British Columbia as a war emergency measure in the period 1941–1942.

Payments to the provinces, pursuant to the agreements referred to above, totalled $142,322.02 for the fiscal year 1949–1950. The following is a breakdown of these payments:

Agreement British Columbia	$ 126,081.24
Agreement Alberta	$ 13,866.65
Agreement Manitoba	$ 2,374.13

XVI.—INTERNATIONAL LABOUR ORGANIZATION

The purpose of the International Labour Organization is to promote social justice by improving industrial conditions in all countries of the world through international agreements and national legislative action and collective agreements, thus providing a solid basis for universal lasting peace and prosperity. Established in 1919 as an autonomous associate of the League of Nations, it has become by an agreement signed in 1946 a specialized agency of the United Nations. At present there are sixty member nations in the Organization, which is democratically governed by representatives of the governments, of the organized employers and of the organized workers in each of these countries.

After a wartime sojourn in Montreal, the headquarters of the I.L.O. was returned to Geneva, Switzerland, where the Director-General, Mr. David Morse, supervises an expanded program for the improvement of working and living conditions, migration and man-power utilization, and technical assistance for underdeveloped countries, in co-operation with the United Nations and other specialized agencies, such as FAO, WHO, and UNESCO. Branch offices of the I.L.O. are maintained in London, Paris, Rome, New Delhi, Shanghai, Washington and Ottawa. The Director of the Canada Branch is Mr. V. C. Phelan of Ottawa.

Although far from accomplishing all its aims, the International Labour Organization has registered many solid achievements during the thirty years of its development. Ninety-eight Conventions have been adopted, which have received 1,116 ratifications up to March 1, 1950. In addition, eighty-seven recommendations have been adopted. These Conventions and Recommendations cover a wide variety of vital subjects, such as: freedom of association, employment and unemployment (employment services, national development schemes, provision for unemployment, the organization of employment during the transition from war to peace); general conditions of employment (wages, hours of work, weekly rest periods, and annual holidays with pay); the employment of children and young persons (age for admission to employment, medical examinations for fitness for employment, vocational training and apprenticeship, night work); the employment of women (maternity protection, night work, employment upon unhealthy work); industrial health, safety and welfare; social security; industrial relations; labour inspection; maritime labour; social policy in non-metropolitan territories; migration; and labour statistics. A Convention when adopted does not become effective until ratified by two countries. All I.L.O. members must submit an adopted Convention to their competent authorities for consideration within eighteen months. Those countries which ratify a Convention must pass laws to implement it, and are required to make annual reports on progress toward its objectives.

Goals for achievement have been charted out in important phases of economic activity such as the international labour code of Conventions and Recommendations, the maritime code, the safety codes for industries, and the technical assistance program for underdeveloped countries. In addition, the various I.L.O. conferences and meetings have brought together representatives of governments, employers and workers from all parts of the world in a democratic forum where they can become better acquainted and speak their minds freely during the process of planning industrial and social progress for all mankind.[1]

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[1] Fuller details concerning the organization and activities of the International Labour Organization can be obtained from such ILO publications as the International Labour Review, Industry and Labour, and other regular and special Reports.

Canada's Part in the I.L.O.

Canada has been a member of the International Labour Organization since 1919, and the Department of Labour acts as the official liaison agency between the Canadian Government and the International Labour Organization. The I.L.O. Branch of the Department of Labour co-operates with other Branches of the Department, other Departments of the Federal Government, as well as Provincial Governments, employers' and workers' organizations, and the International Labour Office, in preparing reports covering economic and social conditions in Canada, encouraging conformity with I.L.O. Conventions and Recommendations, publicising the activities of the I.L.O., and arranging Canadian representation at the various I.L.O. conferences and meetings in which Canada is interested. Canada also contributes an amount approximating 4 per cent of the I.L.O. budget.

During the fiscal year under review, Canada was represented at the 32nd Session of the International Labour Conference; at the 109th, 110th and 111th Sessions of the I.L.O. Governing body; at sessions of the Coal Mining, Inland Transport, Metal Trades and Iron & Steel Industrial Committees; at an American Regional Conference; and at conferences of experts on the subjects of agriculture, safety in coal mines, labour statistics, social security, vocational training of adults, and pneumonoconiosis. Canada also has members on I.L.O. Correspondence Committees and Advisory Committees on the subjects of accident prevention, industrial hygiene, women's work, juvenile work, and hygiene of sea-farers. Canada is a federal state in which many of the subjects with which the I.L.O. is concerned are wholly or partly within provincial jurisdiction. Canada has ratified twelve Conventions on such subjects as maritime employment, wages and hours statistics, limitations of hours of work, weekly rest and minimum wage-fixing machinery. Other I.L.O. Conventions have been brought to the attention of the Provincial Governments in an effort to encourage progress toward the adoption of higher standards in various fields of industrial and social legislation.

International Labour Conference

At this conference, the Canadian delegates were Paul E. Renaud of the Canadian Legation in Switzerland and Paul Goulet, Director of the I.L.O. Branch, Department of Labour; their advisers were R. M. Cram, H. Perkins and J. Mainwaring of the Department of Labour, Captain J. W. Kerr of the Department of Transport, C. E. S. Smith of the Department of Mines and Resources, N. F. Berlis of the Department of External Affairs, and W. A. Riddell of the University of Toronto. The Canadian employers' delegate was C. B. C. Scott of the Canadian Manufacturers' Association; his advisers were H. W. MacDonnell of the Canadian Manufacturers' Association, A. Deschamps, General Contractor and Engineer, J. C. Adams of the Central Ontario Industrial Relations Institute, and J. A. Brass of the Railway Association of Canada. The Canadian workers' delegate was J. W. Buckley of the Trades and Labour Congress of Canada; his advisers were W. P. Covert of the International Alliance Theatrical Stage and Motion Picture Machine Operators, J. B. Ward of the Railway Transportation Brotherhoods, and L. P. Boily of the Canadian and Catholic Confederation of Labour.

Among the subjects under discussion were wages, vocational guidance, fee-charging employment agencies, and certain matters relating to maritime workers. Of particular interest to Canada, in view of its current broad immigration program, was the adoption of a Convention setting standards for workers who migrate from one country to take employment in another. There was also discussion of the contribution the I.L.O. may make to the United Nations general program of technical assistance to raise living standards in under-

developed countries. Perhaps most important of all, however, was the item of industrial relations. This was on the agenda for the third successive Conference, as a continuation of the I.L.O.'s program for working out safeguards of the right of workers in all countries to organize freely and to bargain collectively. In dealing with the twelve items on its agenda, the Conference adopted three new Conventions and revised five others. It also approved three new Recommendations and revised another.

During the debate on the Director-General's Report, discussion was keen on vital issues, such as the I.L.O. operational programs for manpower utilization and technical assistance, and the question of delays in the ratification of conventions. On behalf of the Canadian Government, Mr. Goulet expressed approval of the technical assistance program, and analysed some of the obstacles which prevent certain countries from ratifying conventions.

Perhaps the most important task of the Conference was in the field of trade union rights and industrial relations. Clauses in the draft convention which would protect workers against anti-union discrimination and establishment of employer-dominated unions aroused considerable controversy between employers' and workers' members in the Industrial Relations Committee, but the Convention No. 98 was finally adopted. Another Convention and a Recommendation were approved to ensure that wages for workers are paid in legal tender, at regular intervals and directly to the worker. In the same field of industrial relations the Governing Body approved the establishment of a Fact-finding and Conciliation Commission for safeguarding freedom of association.

In view of its present immigration policy, which brought over 125,000 persons into Canada in 1948, the Canadian Government was particularly interested in the proposed Convention on Migration for Employment. The revised Convention, No. 97, supported by a Recommendation, is designed to facilitate the travel and placement of migratory workers and to protect them from misleading propaganda and inferior working conditions.

Governing Body Meetings

As one of the leading industrial nations of the world, Canada has one of the eight non-elective seats on the Governing Body of the International Labour Organization. Dr. A. MacNamara, C.M.G., is the Canadian Government member on the Governing Body; H. Taylor, O.B.E., of the Canadian Manufacturers' Association, is a deputy member of the employers' group, and P. R. Bengough, C.B.E., of the Trades and Labour Congress, is a deputy member of the workers' group of the Governing Body.

At the 109th Session in Geneva, July 1949, Canada was represented by Paul Renaud of the Department of External Affairs, and Paul Goulet of the Department of Labour; the chief subjects discussed were: technical assistance for economic development, freedom of association, forced labour, and various Committee reports. At the 110th Session in Mysore, India, December 1949—January 1950, Canada was represented by Honourable R. W. Mayhew, Minister of Fisheries, P. A. Bridle of the High Commissioner's Office in India, and A. Sager of the Department of Fisheries; among the more important items on the agenda were: freedom of association, action against unemployment, safety in coal mines, juvenile employment, and various Committee reports. At the 111th Session in Geneva, March 1950, Canada was represented by Paul Renaud and N. F. Berlis of the Department of External Affairs, and J. F. MacKinnon of the Department of Labour; the delegates discussed Asian representation, employment of domestic servants, industrial safety and health, wages, and various Committee reports.

Industrial Committee Meetings

At the 3rd Session of the Coal Mining Committee, in Pittsburgh, U.S.A., April 1949, H. R. Pettigrove and D. J. Sutherland of the Department of Labour were the Government delegates. The employers' delegates were V. A. Cooney of the Domestic Coal Operators Association and W. C. Whittaker of the Western Canada Bituminous Coal Operators Association; the workers' delegates were R. Livette and F. Jenkins of the United Mine Workers. The discussion centered on the Convention limiting hours of work in coal mines, protection of young under-ground workers, minimum age for coal mine employment, night work, weekly rest periods, and paid holidays.

At the 3rd Session of the Inland Transport Committee, in Brussels, Belgium, May 1949, R. M. Cram and H. Perkins of the Department of Labour were the Canadian Government representatives. The employers' delegates were S. M. Gossade of the Canadian Pacific Railway and G. M. Park of Consolidated Truck Lines; the workers' delegates were L. O'Connell of the Amalgamated Association of Street, Electric Railway and Motor Coach Employees, and S. H. Eighteen of the Canadian Brotherhood of Railway Employees. The main topics on the agenda were: measures to promote regularity of employment and stability of earnings, protection of young workers, and technical methods of selecting new employees.

At the 3rd Session of the Metal Trades Committee, in Geneva, November 1949, J. E. Matthews, M.P., and F. J. Ainsborough of the Department of Labour, represented the Canadian Government. The employers' delegates were A. B. Lawrason of Eureka Foundry and Manufacturing Company, Woodstock, and S. C. Evans of Taylor Forbes Limited, Guelph; the workers' delegates were G. P. Schollie of the International Association of Machinists, and L. Lavallee of the Montreal Machine Shop Workers Union. The work of the Committee covered problems of wage calculation and job classification in the metal trades, vocational training and promotion, and technical assistance to underdeveloped countries.

At the 3rd Session of the Iron and Steel Committee, in Geneva, November-December 1949, J. E. Matthews, M.P. and F. Ainsborough of the Department of Labour were the Canadian Government representatives. The employers' delegates were A. L. Lott of the Steel Company of Canada and P. J. Power of the Dominion Steel and Coal Corporation; the workers' delegates were G. P. Schollie of the International Association of Machinists and L. Lavallee of the Montreal Machine Shop Workers Union. This committee, after reviewing recent developments in the iron and steel industry, adopted resolutions on the need for studies on guaranteed wages, the social effects of technological improvements, and technical assistance to the iron and steel industry in underdeveloped countries.

American Regional Conference

This fourth American Regional Conference was held in Montevideo, Uruguay, in April–May 1949, for the purpose of investigating the problems connected with the improvement of industrialization in the Latin American countries. The Canadian delegates were W. Chipman, Canadian Ambassador to Argentina, W. Stark of the Canadian Embassy in Brazil, R. H. Taber of the Department of Labour, and N. D. Cochrane, Deputy Minister of the New Brunswick Department of Labour. The employers' delegate was H. Taylor of Canadian National Carbon Company; the workers' delegate was R. K. Gervin of the Trades and Labour Congress of Canada. The Director-General's Report stressed that increased industrialization, including mechanization of agriculture,

is a prerequisite to the elevation of working and living standards in Latin America. After extensive discussion, resolutions were passed on agricultural employment, settlement of industrial disputes, labour courts, conditions of indigenous populations, social aspects of economic development, freedom of association, handicrafts, and holidays with pay.

Advisory Committee of Experts

The 3rd Session of the Permanent Agricultural Committee was held in Geneva, September 1949, and was attended by Dr. J. F. Booth of the Department of Agriculture; the Committee discussed hours of work in agriculture, security of employment, medical examination of young workers, and the extension of social security to this industry. The Tripartite Conference on Safety in Coal Mines, Geneva, September 1949, was attended by J. F. MacKinnon of the Department of Labour and W. A. MacIsaac of the Nova Scotia Department of Mines; the employers' delegate was F. W. Gray, formerly of Dominion Steel and Coal Corporation, and the workers' delegate was F. Jenkins of the United Mine Workers; the Committee worked on the final formulation of a model code of safety regulations for underground work in coal mines. At the Seventh International Conference of Labour Statisticians, Geneva, October 1949, Canada was represented by A. H. LeNeveu of the Dominion Bureau of Statistics and J. M. Wyatt of the Department of Labour; the Conference studied international occupational classification, wage earnings, family living budgets, and productivity.

At the Preparatory Conference on Vocational Training of Adults, Geneva, January–February 1950, Brigadier J. E. Lyon of the Department of Labour was the Government delegate, R. L. Campbell of International Paper Company was the employers' delegate, and W. H. Burnell of the International Brotherhood of of Pulp, Sulphite, and Papermill Workers was the workers' delegate; this Conference was called to study the possibility of international regulation of vocational training for adults including disabled persons, in preparation for the consideration of this subject at the 33rd Session of the International Labour Conference. The Committee of Social Security Experts met in New Zealand, February 1950, with C. A. L. Murchison of the Unemployment Insurance Commission attending; the members discussed the revision of Social Security Conventions and Recommendations, the arrangements for training social service workers, and the adjustment of benefits to the cost of living. The International Pneumonoconiosis Conference, in Sydney, Australia, February–March 1950, was attended by C. A. L. Murchison of the Unemployment Insurance Commission, Dr. G. Davison of the Alberta Department of Public Health, and Dr. C. H. Vrooman of the British Columbia Workmen's Compensation Board; among the topics discussed at the Conference were the present stage of knowledge of the disease, preventative measures, and standards of compensation for resulting disabilities.

Fuller details on the deliberation of most of these I.L.O. Conference and Committee meetings can be found in various issues of *The Labour Gazette.*

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DEPARTMENT OF LABOUR

ANNUAL REPORT 1951

CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1951

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
KING'S PRINTER AND CONTROLLER OF STATIONERY
1951

Price, 25 cents

To His Excellency, Field Marshal the Right Honourable the Viscount Alexander of Tunis, K.G., G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., LL.D., A.D.C., Governor General and Commander-in-Chief of the Dominion of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour for the fiscal year ending March 31, 1951, all of which is respectfully submitted.

The affairs of the Department of Labour, for the first four months of the fiscal year, were under the direction of my friend and colleague, the late Honourable Humphrey Mitchell, who was Minister of Labour from 1941 until the date of his death, August 1, 1950. I succeeded Mr. Mitchell as Minister of Labour in August 1950.

MILTON F. GREGG,
Minister of Labour.

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REPORT OF THE

DEPUTY MINISTER OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1951

To The Honourable Milton F. Gregg,
Minister of Labour.

Sir,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1951.

This report also includes the report of the Canadian Vocational Training Branch which, in former years, was published separately.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR MacNAMARA,
Deputy Minister of Labour.

May 28, 1951.

TABLE OF CONTENTS

I.—INTRODUCTION

The Department of Labour was established in 1900 under the authority of the Conciliation Act passed in that year, the relevant provisions of which now appear in the Labour Department Act (R. S. C. 1927, Chapter 111).

The history of the Department has appeared in former Annual Reports and is not, therefore, repeated in this Report.

During the fiscal year the Department administered the following statutes: The Industrial Relations and Disputes Investigation Act; Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; Government Annuities Act; The Vocational Training Co-ordination Act, 1942; The Government Employees Compensation Act, 1947; The Merchant Seamen Compensation Act; and the Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for building and construction and for equipment and supplies are enforced by the Department.

The Department was also responsible for the administration of a number of measures, such as Orders in Council dealing with special aspects in the field of labour.

An important development during the fiscal year was the establishing of the National Advisory Council on Manpower, on the recommendation of the Minister of Labour, by Order in Council P.C. 567, dated February 1, 1951, to advise the Minister of Labour on matters relating to the most effective utilization in the national interest of the present and potential work force in Canada.

The membership of the Council consists of the Clerk of the Privy Council and the Deputy Minister of Labour as Joint-Chairmen, four representatives of labour, four representatives of employers, two representatives of agriculture, two representatives of the women of Canada, two representatives of the veterans of Canada, and representatives of the following divisions of the Government: Agriculture, Citizenship and Immigration, Finance, Fisheries, Justice, Labour, Mines and Technical Surveys, National Defence, Resources and Development, Secretary of State, Trade and Commerce, Veterans Affairs and the Civil Service Commission.

The Chairmen of the Unemployment Insurance Advisory Committee and of the National Employment Advisory Committee are also ex-officio members of the Council.

The function of the Council is to consider various aspects of manpower questions, to advise on plans under review and to suggest plans which should be developed so as to make for the most efficient utilization in the national interest of the present and potential work force of Canada.

The names of the representatives on the Council, and an account of the deliberations of the Council's first meeting on February 21-22, may be found in the March issue of *The Labour Gazette.*

In March 1951, the "Great Lakes Seamen's Security Regulations" were established by Order in Council P.C. 1439 under The Emergency Powers Act. The purpose of the regulations is to ensure that only trustworthy seamen are employed in Canadian ships operating in the Great Lakes. These include: "Lakes Ontario, Erie, Huron (including Georgian Bay), Michigan and Superior and their connecting waters and includes the St. Lawrence River as far east as the lower exit of the Lachine Canal and the Victoria Bridge at Montreal."

The term "seaman" means a person employed in any capacity on board a ship and includes the master of a vessel.

The regulations parallel the screening provisions applicable to seamen employed on U.S. vessels in the same waters. They will be administered by the Department of Labour through the National Employment Service. To take or continue in employment on or after May 1, 1951, seamen must be in possession of an Interim Seamen's Card. On or after August 1, 1951, they will be required to hold a Regular Seamen's Card.

Under the regulations, the Minister of Labour may refuse to issue a Seaman's Card to an applicant or he may revoke a Card if he is satisfied that the presence of the particular seamen on board a Canadian ship in the designated waters might prejudice the security of Canada.

The regulations make provision for appeals in case of refusal by the Minister to issue a Seaman's Card or in case of revocation of the same.

The first National Conference on the Rehabilitation of the Handicapped was held in Toronto, in February, 1951.

The purpose of the Conference, which was organized jointly by the Federal Departments of Labour, National Health and Welfare, and Veterans Affairs, was to explore ways of co-ordinating the present public and private rehabilitation services; to consider how these could be extended to those types of disability not now covered and to those areas of the country where they are incomplete or lacking entirely. The Conference set up two committees, one a Medical Committee and the other a Committee on Vocational Guidance, Training and Special Placement of the Handicapped.

Each committee drew up recommendations covering its own field and the two together submitted a joint report. This joint report* proposed that the Federal Government appoint a full-time co-ordinator for the rehabilitation program, and a 35-member National Advisory Committee to be composed of members from each province, the Federal Government, the various health and welfare voluntary agencies, the medical and allied professions, organized labour and employers' organizations, and the universities. The report proposed that the Advisory Committee would meet regularly and would set up an Executive Committee to handle business between meetings.

As in former years, the Department of Labour participated in the work of the International Labour Organization and, in association with other Government Departments, prepared reports for the United Nations.

At March 31, 1950, there were 754 persons on the staff of the Department of Labour. At March 31, 1951, there were 698[1] persons on the staff, including 46 casual and per diem rate employees.

A financial statement for the Department is given in the Public Accounts of Canada.

Detailed information on the activities of the Department during the fiscal year will be found in the chapters which follow.

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* For full details on the recommendations see the April, 1951, issue of *The Labour Gazette*.

[1] This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined staffs (regular and casual) of which totalled 7,724 at March 31, 1951, as compared with 8,264 at March 31, 1950.

II.—INDUSTRIAL RELATIONS

INTRODUCTION

Conciliation proceedings under The Industrial Relations and Disputes Investigation Act during the fiscal year under review directly affected some 143,000 employees. It is especially noteworthy that during the year some 128,000 employees of various railway companies went on strike after the conclusion of conciliation proceedings. This strike, which had a critical nation-wide effect on the Canadian economy, was ended by legislation enacted during the special session of Parliament called to consider the matter. For a complete account of the dispute, the strike, the Act of Parliament, the appointment of an arbitrator and his Award, see the various issues of *The Labour Gazette* issued during the fiscal year.

Since The Industrial Relations and Disputes Investigation Act went into effect on September 1, 1948, the Minister of Labour has appointed Conciliation Officers to deal with 92 disputes and Conciliation Boards to deal with 35 disputes not settled by Conciliation Officers. Of the total of 92 disputes, 44 were settled by Conciliation Officers and 13 by Conciliation Boards, 6 lapsed, and 15 were pending March 31, 1951. While 14 of the disputes were not settled, conciliation proceedings failed to avert stoppages of work in only 6 cases.

There were no proceedings under The Conciliation and Labour Act, during the fiscal year, its operations having been carried out, where necessary, under The Industrial Relations and Disputes Investigation Act.

The Industrial Relations and Disputes Investigation Act*

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948, and thus the year under review was the second in which the provisions of the Act were in full force and effect over the period of a complete fiscal year.

The Act in its legislative principles combines the long-tested cooling-off, investigation and conciliation features of The Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proven their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and for employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements, and conciliation in connection therewith.

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* For a review of the provisions of the Act, its application to industries within Dominion jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette*, November, 1948, pp. 1255–61, and also the Annual Report of the Department of Labour for the fiscal year ending March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in Bill form.

5. Prohibition of strikes and lockouts, taking of strike votes, and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

10. The appointment of Industrial Inquiry Commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the Dominion legislation in the application thereof to any industry.

The Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlements of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative labour relations board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour Under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of Conciliation Officers, Conciliation Boards, Industrial Inquiry Commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the Chapter entitled "Canada Labour Relations Board".

Regulations Under the Act

The Industrial Relations and Disputes Investigations Regulations, made pursuant to Section 67 of the Act and given effect through Order in Council P.C. 4682 of October 22, 1948, prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of Conciliation Officers and Conciliation Boards, complaints that provisions of the

Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

For the complete text of the Regulations under the Act, see *The Labour Gazette*, January, 1949, pp. 55-7.

Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act

Sections 16 and 17 of The Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a Conciliation Officer to confer with the parties and attempt to effect an agreement. If a Conciliation Officer reports failure to bring about the settlement of a dispute, the Minister may appoint a Board of Conciliation and Investigation. The Act also provides that the Minister may appoint a Conciliation Board without prior reference to a Conciliation Officer, but the normal practice is the appointment of a Conciliation Officer in the first instance.

When a Conciliation Board is appointed, each party to the dispute is invited to nominate one person for appointment to the Board. The two members so appointed are then requested to recommend a third person for appointment as Chairman. If they fail to agree, the Minister selects the Chairman.

The first duty of a Board of Conciliation and Investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year, the Minister appointed 38 Conciliation Officers under Section 16 of The Industrial Relations and Disputes Investigation Act, and in six other cases Conciliation Officers appointed before April 1, 1950, continued to function. In 18 of these 44 cases settlements of the disputes were effected by the Conciliation Officers; in 15 cases the Conciliation Officers were not able to settle the disputes and recommended the appointment of Boards of Conciliation and Investigation; in four cases the Conciliation Officers were not able to settle the disputes and Conciliation Boards were not appointed; in one case the dispute lapsed, so that no further action was required; and in the remaining six cases the Conciliation Officers were still functioning at the end of the fiscal year.

In the same period, the Minister appointed 12 Boards of Conciliation and Investigation under Section 17 of the Act to deal with 15 disputes. Reports were also received from four Boards established during the previous fiscal year, and files were closed in two other disputes in which the parties were on March 31, 1950, still giving consideration to the recommendations contained in the reports of Boards. In respect of the 21 disputes dealt with by Conciliation Boards, settlements on the basis of Boards' reports were secured in eight disputes by the end of the fiscal year; four disputes were not settled; the Boards' reports in five cases were still being considered by the parties on March 31, 1951, and four Boards were still functioning at the end of the fiscal year. Strikes occurred in three of the four disputes which were not settled by Conciliation Boards.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF CASES, FOR THE FISCAL YEAR AND FROM INCEPTION OF THE ACT

—	April 1, 1950, to March 31, 1951		September 1, 1948, to March 31, 1951	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by Conciliation Officers at beginning of period	6	2,104(*a*)	.....	.....
Disputes referred to Conciliation Officers	38	10,428	92	161,864(*a*)
Total	44	12,532	92	161,864
Disputes settled by Conciliation Officers	18	4,013	44	15,673
Disputes not settled by Conciliation Officers	19(*b*)	3,704	39(*b*)	141,258
Disputes which lapsed; no further action required	1	322	3	440
Disputes being dealt with by Conciliation Officers at end of period	6	4,493	6	4,493
Total	44	12,532	92	161,864
Disputes being dealt with by Conciliation Boards at beginning of period	4	129,490(*a*)	.....	.....
Disputes in which parties were considering Conciliation Board recommendations at beginning of period	2	1,447	.....	.....
Disputes referred to Conciliation Boards	15(*c*)	3,263	35(*c*)	140,858
Total	21	134,200	35	140,858
Disputes settled by Conciliation Boards	8	2,534	13	4,054
Disputes not settled by Conciliation Boards	4(*d*)	130,035	10(*e*)	134,933
Disputes which lapsed; no further Board action required	.....	.....	3	240
Disputes in which parties were considering Conciliation Board recommendations at end of period	5	530	5	530
Disputes being dealt with by Conciliation Boards at end of period	4	1,101	4	1,101
Total	21	134,200	35	140,858

(*a*) As revised following preliminary estimate.
(*b*) Includes four disputes which were not referred to Conciliation Boards.
(*c*) One Conciliation Board was appointed to deal with four of these disputes; in all, 12 Boards were appointed during the fiscal year and 32 since inception of the Act.
(*d*) In three cases, strikes were not averted by the conciliation procedure.
(*e*) In six cases, strikes were not averted by the conciliation procedure.

OTHER PROCEEDINGS BEFORE THE MINISTER OF LABOUR UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT

Complaints to the Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received one complaint under Section 43 of The Industrial Relations and Disputes Investigation Act during the period from April 1, 1950, to March 31, 1951, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement. This complaint was later withdrawn.

During the period from September 1, 1948, to March 31, 1951, the Minister of Labour received a total of six such complaints under Section 43 of the Act. As indicated, one complaint was withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for action taken, see Chapter on Canada Labour Relations Board).

Applications to the Minister of Labour for Consent to Prosecute

The Minister received five applications for consent to prosecute under Section 46 of the Act during the period April 1, 1950, to March 31, 1951, one being granted, one refused, two referred to Industrial Inquiry Commissions and settled, and one pending.

During the period from September 1, 1948, to March 31, 1951, the Minister received a total of eight such applications for consent to prosecute. Two applications were granted, two refused, two referred to Industrial Inquiry Commissions and settled, one was withdrawn, and decision in one case was pending at the end of the fiscal year.

Complaints to the Minister of Labour of Violation of Provisions of the Industrial Relations and Disputes Investigation Act

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a Conciliation Officer or by an Industrial Inquiry Commission.

One complaint under Section 44 was made to the Minister of Labour during the period from April 1, 1950, to March 31, 1951. This complaint was withdrawn after a settlement had been arranged with the assistance of Departmental Officers.

During the period from September 1, 1948, to March 31, 1951, a total of three complaints under Section 44 were made to the Minister. In one case the Minister appointed an Industrial Inquiry Commission under Section 56 of the Act to investigate the complaint and it was subsequently dismissed. In another case, the complaint was withdrawn and in a third case, as reported above, the complaint was settled and withdrawn.

Industrial Inquiry Commissions Under the Industrial Relations and Disputes Investigation Act

Under Section 56 of the Act the Minister of Labour is empowered to appoint an Industrial Inquiry Commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a Commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the fiscal year, Commissions were appointed in four cases. In all, since the inception of the Act, six such appointments have been made.

Statistical Record of Strikes and Lockouts in Canada by Calendar Years

References and figures in the following statement pertain to all work stoppages due to industrial disputes in Canada without any distinction as to whether they are dealt with under federal or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and result of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following.

For the purpose of the statistical record, a strike or lockout is a cessation of work involving six or more employees for at least one working day, or a number of workers for part of a day which causes a time-loss of ten or more man-working days. The compilation includes only workers directly affected, that is, those on strike or locked out, but the employees in the establishment who are indirectly affected, that is, unable to work because of the work stoppage, are shown in a footnote when the number is important. Information as to such stoppages is received from various sources, such as officers of the Department throughout Canada, from Provincial Departments of Labour, from press clippings, etc. In each case an endeavour is made to obtain complete details from the parties concerned, that is from representatives of the workers involved and from the employer.

The outstanding feature of 1950 was Canada's first nationwide railway strike, which stands as the most widespread work stoppage in the records of the Department, both in terms of manpower involved and its importance to the Canadian economy as a whole. The nine-day strike of 128,000 non-operating railway workers began on August 22 and caused a time-loss of a million days. With this exception, strike idleness during the year was moderate. Only five other stoppages showed losses greater than 20,000 days and none of these was over 30,000 days.

There were 161 strikes and lockouts in 1950, an increase of 15 per cent over the previous year, but less than the annual average of 230 for the preceding ten years. In 1950, only 55 work stoppages arose out of disputes over renewals of existing contracts, the great majority of agreements having been negotiated without resort to strike action. The latest figures available show that in 1949 collective agreements in effect covered more than 1,224,000 workers.

For the past five years the impact of steadily rising prices on the family budget of the Canadian worker has been reflected in the number and importance of strikes and lockouts arising out of demands for increased wages. In 1950, this demand for higher wage rates, frequently accompanied by other issues affecting unionism and working conditions, was the central cause of 48 per cent of the strikes and lockouts, affected 82 per cent of the total workers, and caused 94 per cent of the total strike idleness. In 1949, 84 per cent of the total loss resulted from disputes over wage increases, 83 per cent in 1948, 91 per cent in 1947 and 96 per cent in 1946. In 1949 and 1950 pension and welfare plans were not an important cause of strikes and lockouts.

During the calendar year 1950 there were 161 strikes and lockouts, involving 192,153 workers, and causing a time-loss of 1,389,039 man-working days. Comparable figures for the preceding year were 137 strikes and lockouts, 51,437 workers and a loss of 1,063,667 days.

Based on the number of non-agricultural wage and salary workers in Canada, the total amount of time lost was about one-tenth of one per cent of the estimated working time, approximately the same percentage as in 1948 and 1949. The average loss of time for each worker involved in stoppages was about seven days in 1950, as compared with an annual average of more than 22 days for the preceding five years. Total strike idleness in 1950 was equivalent to an average loss for each wage and salary worker in Canada of less than one-half day, one-third of a day in 1949, and one and one-half days in 1946.

In 1950, the time-loss of over a million days in the transportation industry was the greatest ever recorded. The second highest in this group was in 1908, with a loss of 442,000 days. There were few strikes in the mining industry and little time was lost, less than four per cent of the total. Strike idleness in manufacturing, with the largest working force of any industry, was less than 18 per cent of the total, the lowest since 1941. There was little strike idleness in the construction industry, only two per cent of the total for the year.

Direct negotiations brought about settlement of 54 of the strikes and lockouts in 1950. Twenty-nine stoppages were settled by provincial conciliation, three by civic mediation, four by arbitration, six were referred to labour boards and commissioners, and 44 by return of workers and replacement, the latter being a factor in 13 stoppages.

A complete survey of strikes and lockouts in Canada during 1950 will be published in a supplement to *The Labour Gazette* for April, 1951. Comparative figures covering the period 1901-1950 (see Table I) and charts are included in the survey.

An annual review giving available information as to strikes and lockouts in certain other countries during 1950, with comparable figures for earlier years, may be found in the supplement mentioned above.

TABLE I.—STRIKES AND LOCKOUTS IN CANADA BY YEARS, 1939-1950

Year	Number Beginning During the Year	Strikes and Lockouts in Existence During Year						
		All Industries						
		Number of Strikes and Lockouts*	Number of Employers*	Number of Workers Involved*	Time Loss			
					In Man-Working Days	Average Days Per Wage and Salary Earner	Average Days Per Worker Involved	Per Cent of Estimated Working Time
1939	120	122	243	41,038	224,588	0·11	5·47	0·04
1940	166	168	894	60,619	266,318	0·12	4·39	0·04
1941	229	231	658	87,091	433,914	0·17	4·98	0·06
1942	352	354	492	113,916	450,202	0·16	3·95	0·05
1943	401	402	651	218,404	1,041,198	0·35	4·77	0·12
1944	195	199	400	75,290	490,139	0·16	6·51	0·06
1945	196	197	418	96,068	1,457,420	0·49	15·17	0·17
1946	225	228	1,299	139,474	4,516,393	1·49	32·38	0·50
1947	232	236	1,173	104,120	2,397,340	0·77	23·02	0·26
1948	147	154	674	42,820	885,793	0·27	20·68	0·09
1949	132	137	542	51,437	1,063,667	0·32	20·68	0·11
1950	158	161	345	192,153	1,389,039	0·40	7·23	0·13

* In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

FAIR WAGES

The Fair Wages Policy of the Dominion Government was originally adopted as a Resolution of the House of Commons in 1900 and later expressed in a series of Orders in Council which were consolidated by Order in Council of November 3, 1949 (P.C. 5547).

In 1935, the "Fair Wages and Hours of Labour Act, 1935" was passed. This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week.

By Order in Council P.C. 6801, dated November 23, 1940, regulations adopted under the Fair Wages and Hours of Labour Act, 1935, made the Deputy Minister of Labour responsible for the investigation of claims for the payment of wages specified in fair wages schedules, and established a procedure for the settlement of such claims.

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appears on pp. 26-28 of the Annual Report of the Department of Labour for the fiscal year ending March 31, 1950.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

During the fiscal year ending March 31, 1951, the Department of Labour issued 1,814 schedules of fair wages and conditions of employment as compared with 1,778 during the fiscal year 1949-50, and 1,269 during the fiscal year 1948-49. The approximate total value of contracts reported to the Department as having been awarded during the last fiscal year was $162,140,633.98, as compared with $116,385,000 for the fiscal year 1949-50. During 1950-51 the sum of $37,146.61 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, and was distributed to 770 workers. During the fiscal years 1949-50, and 1948-49, such collections totalled $3,598 and $4,629, respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the supply and manufacture of supplies and equipment include the standard "B" Conditions as a provision of the contract. During the fiscal year under review, 110,296 contracts were awarded, with an approximate value of $280,898,798.37. During the same period 115 statutory declarations from firms engaged on such contracts were submitted to the Department for review.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that, the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules, and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

On May 15, 1944 Order in Council P.C. 3374 established a procedure for the determination of the rates of pay of exempt employees. Under this procedure employees of any department or agency of the Government of Canada exempted from the provisions of the Civil Service Act by the previously mentioned Order in Council, and engaged at hourly prevailing rates of wages shall be paid such wage rates as are recommended by the Minister of the Department concerned, concurred in by the Department of Labour, and approved by the Treasury Board. The concurrence of the Department of Labour is to be evidenced by a certificate attached to the schedule of rates submitted to the Treasury Board with a recommendation of the Minister of the employing department.

There are in the Government Service in Canada about 25,000 of these employees exempt from the operation of the Civil Service Act, and they are employed in public buildings, parks, forests, canals, special projects, and government vessels.

During the fiscal year 1950-51 the number of recommendations made for the establishment of prevailing rates of pay for prevailing rate employees of the Government was 3,654. Approximately 325 different occupational classifications were represented by the employees affected.

The corresponding figures for the fiscal year 1949-50 were 2,974 recommendations involving about 300 occupational classifications.

For the purpose of these statistics, "recommendation" is the rate set for a classification in a department, except that where the same rate is recommended about the same time for several of the same classifications in a department it is considered as one recommendation.

LABOUR-MANAGEMENT CO-OPERATION SERVICE

The Labour-Management Co-operation Service is engaged in the promotion of labour-management production committees in Canadian industry. It was established on May 15, 1947, to succeed the Industrial Production Co-operation Board, which had carried on similar work during the war. An Advisory Committee consisting of representatives of employers' organizations and trade unions advises the Minister of Labour on matters pertaining to the Service. It was appointed under Order in Council P.C 5064, dated December 23, 1947.

The number of labour-management production committees on record continued to grow during the year. At April 1, 1950, the total number of committees was 684. By March 31, 1951, end of the fiscal year under review, this figure had risen to 729. Details of the distribution of labour-management production committees by industry and of the number of employees represented on these committees are presently available only up to December 31, 1950. On that date, 710 committees were listed on the Department's record.

Representation on these 710 committees was enjoyed by 289,974 Canadian workers. In manufacturing industries, 156,167 employees were represented on 413 committees; in transportation, 62,387 workers on 132 committees; in communications, 22,479 workers on 83 committees; in mining, 29,433 workers on 37 committees; in service industries, 16,342 workers on 31 committees. Retail and wholesale trade, construction, and finance accounted for 14 committees covering 3,166 workers.

During the year, the Service added to its publicity material which serves to aid in the formation of committees and assist already-established committees to function more effectively. Additional printed material, in English and French, in chronological order of issuance, was:

(1) *Working Together*, a two-colour, pocket-size folder which is a condensation of an earlier publication of the Service, *Industrial Democracy at Work*, designed to be distributed to workers.

(2) A new series of 12 three-colour posters dealing with safety, production, good housekeeping, fire prevention, employee suggestions, tool conservation, absenteeism and other industrial matters within the scope of L.M.P.C.'s. Each poster is accompanied by a pay envelope stuffer amplifying the poster message. During the year requests for 9,800 posters and 109,000 pay envelope stuffers were received from established committees.

(3) A series of two-colour posters illustrating the purpose, method of organizing and functions of a labour-management production committee, designed for issue to plants contemplating the establishment of a committee.

An animated film in colour, *Teamwork Past and Present*, was completed during the year. This film outlines the history of labour-management co-operation in the field of production. The filmstrip, *A Man With a Plan*, was revised and converted to a 16 mm. colour film with sound.

Detailed reports on outstanding labour-management production committees, as well as briefer accounts of committee activities, appeared in the Service's monthly bulletin, *Teamwork in Industry*, the circulation of which had risen by the end of the year to 10,300 English and 3,500 French copies.

Active promotion of the formation of committees was carried on in all provinces by the field representatives of the Service from their headquarters at Campbellton, Three Rivers, Montreal, Quebec, Toronto, Hamilton, St. Catharines, Kitchener, London, Windsor, Winnipeg and Vancouver. In addition the fieldmen made 1,670 visits (total as of February 28, 1951) to established committees to render whatever assistance was necessary to make them function more effectively. This total includes calls made on management and union representatives to discuss the operations of the committees. The activities most frequently reported by established committees were: (1) Improved Production Efficiency, (2) Improved Quality, (3) Reduction of Waste, (4) Measures to Promote Better Understanding between Management and Labour, (5) Accident Prevention, (6) Good Housekeeping, (7) Reduction of Absenteeism.

III.—CANADA LABOUR RELATIONS BOARD

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board in the course of its functions mentioned above has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent chairman. In the absence of the latter, a Vice-Chairman acts in his stead. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act and given effect through Orders in Council P.C. 4682 of October 22, 1948, and P.C. 1547 of March 28, 1950, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board and which are mentioned above in the first paragraph of this chapter. In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

For the text of the Rules of Procedure, see *The Labour Gazette*, January, 1949, pp. 57-60, and May, 1950, pp. 673-4.

Hearings of the Board

During the fiscal year, April 1, 1950 to March 31, 1951, the Canada Labour Relations Board held 20 meetings, usually holding two-day sessions each month. In addition to other activities, statistics of which are given below, 38 hearings were held either at the wish of the parties concerned or by direction of the Board. Thirty-eight employers and 52 trade unions were represented before the Board. About one-third of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings Under the Industrial Relations and Disputes Investigation Act

During the fiscal year ending March 31, 1951, the Canada Labour Relations Board received 91 applications for the certification of bargaining agents, which directly affected 6,985 workers. The Board also disposed of another 14 applications for certification which were under investigation at the close of the previous fiscal year. Of these 105 applications, which directly affected 7,962 workers, 50 had been granted, 19 rejected and 15 withdrawn by the end of the fiscal year, the remaining 21 being still under investigation. During the fiscal year the Board ordered 18 representation votes.

From September 1, 1948, the date on which the Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1951, the Board disposed of a total of 202 applications for certification directly affecting some 28,927 workers, 119 applications being granted, 49 rejected and 34 withdrawn.

Complaints of Failure to Bargain Collectively Referred to the Canada Labour Relations Board

During the fiscal year ending March 31, 1951, no complaints made under Section 43 of the Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

From September 1, 1948, to March 31, 1951, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Canada Labour Relations Board for Revocation of Certification

Section 11 of the Industrial Relations and Disputes Investigation Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

Six applications for revocation of certification under Section 11 of the Act were received by the Board during the fiscal year ending March 31, 1951. One application was granted, one refused, and decisions in four cases were pending at the close of the fiscal year. In all, since the inception of the Act, nine such applications for revocation have been received. Six cases have been reported above and, in the three remaining cases, the applications were refused.

Applications to the Canada Labour Relations Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. During the fiscal year ending March 31, 1951, one application was received for the amendment of a grievance procedure previously established by the Board. The application was rejected. In all, since the inception of the Act, three applications have been received, one being granted and two rejected.

IV.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE NATIONAL EMPLOYMENT SERVICE

During the fiscal year ending March 31, 1947, Section 88 of the Unemployment Insurance Act, 1940, under which the National Employment Service was established, was amended to provide that this Service should be under the direction of the Minister of Labour. Detailed information on the operations of the National Employment Service is published in the annual Report of the Unemployment Insurance Commission. Close liaison is maintained between the work of the Unemployment Insurance Commission and that of other agencies in the Department of Labour.

V.—GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Administration of the Act originally came under the Minister of Trade and Commerce, was transferred to the Postmaster General in 1912 and to the Minister of Labour in 1922.

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in forty-two communities across Canada. Further particulars may be obtained from the sources mentioned above or from the nearest Accounting Post Office.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have been turning in increasing numbers to Government Annuities for pensions for their employees and members. Under early retirement annuity agreements employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become an important part of the total.

Financial Statement.—From September 1, 1908, the date of inception of the Annuities Branch, up to and inclusive of March 31, 1951, the total number of individual contracts and certificates issued was 314,753. Table 1(A) shows the number of individual contracts and certificates issued and net receipts by five-year periods, and Table 1(B) gives this information by fiscal years, from 1944 to

1951 inclusive, the number for the fiscal year under review being 21,775. Of these, 6,747 were contracts with individual annuitants and 15,028 were certificates issued under all the group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1950-51 under new group contracts. There was a total of 900 group contracts, under which, at the date under review, 128,299 registrations were in effect (as compared with 121,986 for the year previous). In addition, 8,655 employees or members had been retired with vested annuities, 2,749 had died before retirement, and 34,284 had withdrawn following change of employment. Among the contracts issued during the year were 1,172 immediate annuity contracts with an average amount of annuity of $436.

The total net receipts since September 1, 1908, were $652,951,027.15, net receipts for the year under review being $59,648,322.64. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1951, is shown in Table 2 to be $620,398,995. This includes the sum of $659,786.64 transferred to maintain the reserve.

Of the 314,753 contracts and certificates issued since the inception of the Act, 38,940 were cancelled, leaving in effect 275,813 on March 31, 1951 (Table 3). Annuity payment was being made under 55,026 of these and was deferred under the remaining 220,787. The total amount of annuity payable under vested contracts was $24,569,791, an average of $447 per contract. The value of all outstanding liabilities was $620,398,995 of which $273,216,498 was the value of vested annuities, $347,150,445 the value of deferred annuities, and $24,300 the reserve held for payment of benefits by instalments under a small number of group annuities, the remainder being advance premiums.

Analysis of Vested Annuities.—Tables 4(A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1951, under the first four classes in Table 3 (existing single lives without and with guarantee period). The number of contracts analysed was 47,945—an increase of 3,163 or 7·1 per cent over the number for the previous year. From Table 4(A) which shows the distribution of contracts by amount of annuity, it may be seen that 69·4 per cent of the annuities were for amounts under $600, 19·0 per cent for $600 but less than $1,200 and 11·6 per cent for $1,200 or over (those over $1,200 having been issued prior to August, 1931). In Table 4(B) the classification was by sex and age of annuitant and showed the largest age group to be 60-69 for each sex. The arithmetic average of attained ages under all vested contracts was 67·8 years, an increase of 0·3 years over the previous year.

Under vested annuity contracts involving single lives, 1,708 deaths were reported during the year, the average age at death being 75·4 years, an increase of 0·6 years over the previous year. The number of deaths was unusually large. This fact accounts for the reduction in the amount transferred to maintain reserve. Statistics in this section of the report are based on contracts rather than on individual lives.

Up to March 31, 1951, twelve annuitants—six males and six females—had attained the age of one hundred years. Of these, four centenarian annuitants were living on March 31, 1951.

TABLES 1 (A) AND 1 (B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS TO MARCH 31, 1948, AND BY FISCAL YEARS 1944–51 INCLUSIVE

TABLE 1 (A)			TABLE 1 (B)		
Five-Year Period from April 1 to March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		$ cts.			$ cts.
1908[1]–1913	3,106	1,737,059 70	1944*	19,354	26,600,097 75
1913–1918	1,379	1,912,412 51	1945*	15,796	33,076,435 98
1918–1923	1,162	3,039,186 26	1946*	25,538	46,954,535 93
1923–1928	3,289	10,742,535 37	1947*	43,585	72,009,764 42
1928–1933	7,458	18,782,856 83	1948*	40,945	75,067,827 28
1933–1938	26,229	78,895,127 50	1949	36,332	64,311,115 91
1938–1943	47,727	97,040,507 50	1950	21,078	63,133,241 57
1943–1948	145,218	253,708,661 36	1951	21,775	59,648,322 64
Totals, omitting years marked * included in Table 1 (A)				314,753	652,951,027 15

(1) From September 1, 1908.

TABLE 1 (C).—NUMBER OF INDIVIDUAL CONTRACTS ISSUED AND NUMBER OF CERTIFICATES ISSUED UNDER GROUP CONTRACTS DURING EACH OF THE FISCAL YEARS 1944–45 TO 1950–51

Fiscal Year	Individual Contracts Issued	Group Certificates Issued	Total
1944–45	6,483	9,313	15,796
1945–46	8,183	17,355	25,538
1946–47	13,174	30,411	43,585
1947–48	14,237	26,708	40,945
1948–49	6,463	29,869	36,332
1949–50	5,389	15,689	21,078
1950–51	6,747	15,028	21,775

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT FOR YEAR ENDING MARCH 31, 1951

Rate of Interest	4%	3%
Fund		
Fund, April 1, 1950	$533,446,034 00	$29,736,077 00
Receipts, 1950–51, less disbursements	37,420,627 44	19,136,469 92
Transfer to Maintain Reserve	615,757 56	44,029 08
Fund, March 31, 1951	571,482,419 00	48,916,576 00
Liabilities		
Valuation of Annuities Outstanding (See Table 3)	571,482,419 00	48,916,576 00
Receipts		
Immediate Annuities	—	6,954,048 00
Deferred Annuities	40,321,418 53	12,779,740 18
Interest to March 31, 1951	21,553,323 10	1,126,922 43
Total	61,874,741 63	20,860,710 61
Disbursements		
Vested Annuities	22,356,535 89	1,396,292 76
Commuted Values	210,145 13	1,844 86
Premiums Returned with Interest (Including Instalment Death Benefits)	1,728,622 14	78,030 03
Premiums Returned without Interest	158,811 03	248,073 04
Total	24,454,114 19	1,724,240 69
Receipts less Disbursements, 1950–51	37,420,627 44	19,136,469 92
Total	61,874,741 63	20,860,710 61

Summary

Fund, April 1, 1950	$ 563,182,111 00
Receipts less Disbursements	56,557,097 36
Transfer to maintain reserve	659,786 64
Fund, March 31, 1951	$ 620,398,995 00

NOTE.—4% fund covers contracts and certificates effective prior to April 19, 1948. 3% fund covers contracts and certificates effective on and after April 19, 1948.

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1951

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	21,287	44·4	44·4
$300 and less than $600	11,987	25·0	69·4
$600 and less than $900	7,106	14·8	84·2
$900 and less than $1200	1,993	4·2	88·4
Exactly $1200	5,422	11·3	99·7
Over $1200	150	0·3	100·0
Totals	47,945	100·0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	293	1·3	575	2·1	868	1·8	1·8
40–49	520	2·5	968	3·6	1,488	3·1	4·9
50–59	1,772	8·4	3,718	13·9	5,490	11·5	16·4
60–69	9,048	42·8	9,802	36·5	18,850	39·3	55·7
70–79	7,786	36·9	8,656	32·3	16,442	34·3	90·0
80–89	1,599	7·6	2,877	10·7	4,476	9·3	99·3
90 and over	100	0·5	231	0·9	331	0·7	100·0
Totals	21,118	100·0	26,827	100·0	47,945	100·0	.....

TABLE 3.—VALUATION, MARCH 31, 1951, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE AT THAT DATE

Classification	4% Contracts*			3% Contracts†			Total Valuation		
	Number	Amount of Annuity	Present Value of Annuities in Force	Number	Amount of Annuity	Present Value of Annuities in Force	Number	Amount of Annuity	Present Value of Annuities in Force
		$	$		$	$		$	$
Vested—									
Males Ordinary	7,445	3,166,433	26,846,786	630	240,956	2,345,150	8,075	3,407,389	29,191,936
Females Ordinary	13,300	4,786,672	48,319,341	1,012	345,782	4,102,302	14,312	5,132,454	52,421,643
Males Guaranteed	12,217	6,396,904	71,114,868	826	367,728	4,782,229	13,043	6,764,632	75,897,097
Females Guaranteed	11,235	5,377,375	72,022,782	1,280	585,963	8,992,954	12,515	5,963,338	81,015,736
Last Survivor Ordinary	3,050	1,366,116	18,073,991	296	123,447	1,850,880	3,346	1,489,563	19,924,871
Last Survivor Guaranteed	1,177	628,164	9,131,561	.....	.....	.....	1,177	628,164	9,131,561
Annuities Certain (after death)	2,506	1,163,777	5,480,115	44	19,280	149,393	2,550	1,183,057	5,629,508
Temporary Annuities	7	948	2,793	1	246	1,353	8	1,194	4,146
Total Vested	50,937	22,886,389	250,992,237	4,089	1,683,402	22,224,261	55,026	24,569,791	273,216,498
Deferred Contracts and Certificates	172,421	.....	320,466,249	48,366	.....	26,684,196	220,787	.....	347,150,445
Death Benefits by Instalments	.....	.....	23,933	.....	.....	367	.....	.....	24,300
Advance Premiums	.....	.....	.....	.....	.....	7,752	.....	.....	7,752
Totals	223,358	.....	571,482,419	52,455	.....	48,916,576	275,813	.....	620,398,995

* Contracts and certificates effective prior to April 19, 1948.
† Contracts and certificates effective on and after April 19, 1948.

VI.—SPECIAL SERVICES

AGRICULTURE, FORESTRY AND PLACEMENT OF IMMIGRANT WORKERS

AGRICULTURE

Largely as a result of Federal-Provincial farm labour programs and group movements of Displaced Persons and other immigrants which were carried out during the year ended March 31, 1951, it was possible to meet the demand for farm workers and no crop losses due to labour shortages have been reported.

During the first three months, the supply of farm labour in most areas was sufficient to meet the requirements of farmers, but in July the demand for farm labour increased considerably and remained at a high level until the crops had been harvested.

As in previous years, it was necessary to organize seasonal movements of groups of farm workers from areas where labour was available to areas where help was needed. These movements were carried out under the terms of the Federal-Provincial Farm Labour Agreements, and the Railway Companies co-operated with the Department of Labour in carrying out a number of these movements. Several movements of an international character were also carried out during the year.

The following table sets out particulars of the interprovincial and international movements which were organized during 1950. In addition, there were intraprovincial movements of 260 apple pickers in Nova Scotia, 200 beet harvesters and beet blockers in Quebec, 1,000 potato pickers in New Brunswick and 400 in Prince Edward Island, and 1,600 fruit pickers (students) in Ontario.

TABLE No. 1.—FARM LABOUR MOVEMENTS DURING THE FISCAL YEAR ENDED MARCH 31, 1951

Type of Movement	From	To	Number of Workers
Interprovincial Movements			
Grain Harvesters	Ontario and Quebec	Prairie Provinces	2,258
Hay Harvesters	Prairie and Atlantic Regions	Ontario	1,200
Potato Pickers	Nova Scotia and New Brunswick	P.E.I.	677
Hay Harvesters	Nova Scotia	P.E.I.	43
General Farm Workers	Newfoundland	Ontario and Quebec	271
Fruit Pickers (Students)	Quebec	Ontario	112
Beet Blockers	Saskatchewan	Manitoba	46
International Movements			
Potato Pickers	Manitoba	N. Dakota	369
Potato Pickers	Quebec and New Brunswick	Maine	2,236
Sugar Beet Harvesters	Saskatchewan	Montana	400
Maple Sugar Harvesters	Quebec	New England States	400
Tobacco Curers	Southern States	Ontario and Quebec	1,652

During the year, the Department of Labour arranged for the admission of 2,127 Displaced Persons for employment in agriculture. Of these 872 were male farm workers, 550 were general labourers who were placed on farms, 290 were married couples, 70 were domestic workers, 345 were members of families. In addition 949 persons, the majority of whom were workers, were brought to Canada for sugar beet employment in Manitoba and Alberta.

The Department also arranged for the admission of a group of 400 Italians who came to Canada in July and September, and were placed on farms in the Province of Quebec.

The people who came to Canada under the auspices of the Department of Labour for employment in agriculture were allocated to the various provinces on the basis of farmers' applications which had been approved by the Federal-Provincial Farm Labour Committees. These workers are required to remain in farm employment for a period of one year, except in the case of workers who come to Canada for sugar beet employment who are required to remain in this type of employment for two seasons.

In addition to the above, families consisting of 651 persons, 202 male farm workers and 185 female domestic workers, were brought to Canada during the year under an arrangement with the Canadian Lutheran World Relief, the Canadian Mennonite Board of Colonization, the Catholic Immigrant Aid Society and the Baptist World Alliance Immigration.

Federal-Provincial Farm Labour Agreements.—Farm Labour Agreements with each of the provinces of Canada, except Newfoundland, were entered into during the year. These Agreements provided for co-operative effort by Federal and Provincial authorities in the effective organization and use of manpower, including recruitment, movement and placement of workers on farms and in related industries, in order that available manpower be utilized as fully as possible. Under these Agreements, the Federal and Provincial Governments share equally the expenses incurred in carrying out this program.

Federal-Provincial Farm Labour Conference.—The Eighth Annual Federal-Provincial Farm Labour Conference was held in Ottawa on November 27 and 28, 1950. The Conference was attended by representatives of the Provincial Departments of Agriculture, Head Office and Regional officials of the National Employment Service and officials of the Federal Departments of Agriculture, Citizenship and Immigration, Veterans Affairs and Labour. Representatives of the United States Employment Service, the United States Embassy, the International Refuge Organization and other interested persons also attended the sessions of the Conference.

The chief items of discussion were:

1. Review of activities carried out in the past year;
2. Intraprovincial, Interprovincial and International movements of farm labour;
3. Federal-Provincial Farm Labour Agreements and programs for 1951;
4. Farm Labour requirements and sources of supply.

FORESTRY

The strong demand for wood and wood products and the low raw wood inventory position of many pulp and paper companies led to increased cutting schedules during 1950 and, as a consequence, an increased demand for woods labour.

The labour demand, which was relatively light in 1949, began to increase rapidly during the summer months of 1950, and by fall the number of woods workers employed far exceeded employment in comparable periods during the previous two years and, in fact, approached the all-time high of 1947.

However, in spite of increased efforts, pulpwood operators were unable to produce the quantities of wood required by the end of the normal cutting season and many operators will continue to cut using all labour available throughout the spring break-up and during the coming summer.

In order to assist operators in filling labour requirements, the following steps were taken during the fiscal year:

(1) In September, the National Employment Service was authorized to recruit 500 unemployed workers from Newfoundland for employment in woods work in Ontario; costs of recruitment and transportation were borne by the Department of Labour.

(2) A national advertising campaign was undertaken during October to inform farm workers and others who might be interested in the employment opportunities in the woods.

(3) In the early fall, an order was placed with the International Refugee Organization for 800 Displaced Persons for immediate employment in woods work. In addition, 1,500 Displaced Persons are being selected for woods work during the summer of 1951.

As the movement of woodsworkers by the International Refugee Organization was slow, and as it was apparent that the 800 workers who had been expected would not fill requirements, 640 Displaced Persons, who were selected as general labourers, were placed in woods work.

General labourers coming forward during the spring from the Displaced Persons' Camps will continue to be diverted to woods work in accordance with requirements.

Woods labour to the United States.—The movement of woods labour from the border areas of Quebec and New Brunswick to the New England States, which was started in the early war years, has been continued.

As in Canada, the demand for woods labour in the United States has been high during the year and the number of Canadian workers employed during the 1950-51 season was considerably higher than for the two preceding years.

The number of Canadian woodsworkers employed under the Agreement covering this movement, during recent years, is as follows:

TABLE No. 2.—CANADIAN WOODSWORKERS EMPLOYED UNDER AGREEMENT IN NEW ENGLAND STATES

Year	March 1	June 1	September 1	December 1
1947	6,800	4,700	5,750	7,750
1948	5,300	5,700	5,300	5,800
1949	4,050	2,400	2,150	1,900
1950	1,800	2,400	2,950	5,500
1951	5,850			

PLACEMENT OF IMMIGRANT WORKERS

Authorized Group Movements.—With the establishment of the new Department of Citizenship and Immigration, the Immigration-Labour Committee, which was established in 1947 to advise on group immigration of Displaced Persons and other selected group immigration projects, was superseded by a Departmental Advisory Committee on Immigration, of which the Deputy Minister of Citizenship and Immigration is Chairman. Representatives of the Department of Labour attend meetings of the new committee when group movements are under consideration.

During the fiscal year 1950-51, group movements covering a total of 23,980 workers were authorized by the two committees referred to above.

In December 1950, it became apparent that there would be a very heavy demand for workers, particularly in the basic industries during the spring and summer of 1951. In view of this, and the further fact that the International Refugee Organization was expected to close its operations in the near future, substantial orders were placed with that organization for Displaced Persons to be employed in Canada, chiefly in agriculture, mining, woods work and as general labourers.

Because the I.R.O. experienced difficulty in providing the number of Displaced Persons needed for underground work in metal mines and for work in the bush owing to the physical and medical requirements, arrangements were made for group movements of 820 German Nationals for employment in metal mines and 1,000 German Nationals for woods work.

The International Refugee Organization pays for ocean transportation of Displaced Persons. In the case of the German Nationals for metal mining and woods work, the employers are advancing the fares and recovering these expenditures by deductions from wages payable to the men.

To help meet the requirements for general labourers, arrangements were made with the Maltese Government for the continued movement of Maltese Nationals to Canada. The movement was expanded to 100 per month.

Table No. 3 shows group movements approved during the year, while Table No. 4 shows the number of workers who came forward under group movements during the fiscal years 1946 to 1951.

TABLE No. 3.—GROUP MOVEMENTS OF IMMIGRANT WORKERS AUTHORIZED DURING THE FISCAL YEAR ENDED MARCH 31, 1951

	Approximate Number of Workers
Woodsworkers	3,431
General Labourers	9,200
Miners	1,920
Track Maintenance Workers	726
Farm Workers—	
General Farm Workers	4,525
Farm Coupies	600
Farm Families	450
Sugar Beet Workers	185
Sugar Beet Families	1,000
Manufacturing—	
Boot and Shoe	20
Textile and Apparel	498
Services—	
Domestic Couples	600
Widows with one or two Children	50
Special Family Groups	72
Special Groups from Belgium	703
	23,980

Included in the foregoing are 18,840 Displaced Persons; 1,300 Italian Farm Workers; 100 Italian Miners; 726 Italian Track Workers; 94 Italian Woodsworkers; 1,100 Maltese General Labourers; 820 German Miners; 1,000 German Woodsworkers.

TABLE No. 4.—ARRIVALS UNDER GROUP MOVEMENTS OF IMMIGRANT WORKERS UP TO MARCH 31, 1951

—	Fiscal Year					
	1946–47	1947–48	1948–49	1949–50	1950–51	Total
WOODSWORKERS	.....	3,472	1	10	887	4,370
GENERAL LABOURERS[1]	.....	.....	1,106	13	1,636	2,755
MINERS	.....	1,003	1,964	957	649	4,573
FARM WORKERS						
Polish Veterans	2,876	1,651	.....	.....	.....	4,527
General farm workers	.....	.....	2,828	1,602	1,272	5,702
Farm couples	.....	.....	356	690	290	1,336
Farm families	.....	.....	5	118	86	209
Sugar beet workers	.....	.....	.....	233	245	478
Sugar beet families	.....	.....	772	1,138	704	2,614
Special Church groups[2]	.....	.....	.....	340	532	872
CONSTRUCTION						
Hydro	.....	251	1,797	452	.....	2,500
Track maintenance	.....	390	1,741	251	298	2,680
Other	.....	.....	248	13	.....	261
MANUFACTURING						
Metal	.....	207	159	10	.....	376
Textile and apparel	.....	867	2,065	432	38	3,402
Boot and shoe	.....	.....	98	10	14	122
Other	.....	.....	67	74	.....	141
SERVICES						
Domestics	.....	1,721	6,073	1,307	625	9,726
Domestic couples	.....	82	418	700	476	1,676
Special family groups	.....	.....	20	57	12	89
Widows with children	.....	.....	94	104	24	222
Restaurant workers	.....	.....	.....	13	21	34
NURSES	.....	.....	45	21	3	69
DISPLACED PERSONS FROM SWEDEN	.....	.....	675	1,027	525	2,227
MISCELLANEOUS GROUPS	.....	.....	94	695	100	889
Totals	2,876	9,644	20,626	10,267	8,437	51,850

[1] These workers were brought forward for general placement on farms or in industrial activities without any definite employment having been pre-arranged.

[2] Sponsored by the Catholic Immigrant Aid Society, the Canadian Lutheran World Relief, the Canadian Mennonite Board of Colonization and the Baptist World Alliance Immigration.

Selection of Workers Overseas.—The Department of Labour continued to maintain a staff of Selection Officers in Germany with headquarters at the Immigration Mission in Karlsruhe. Because of the heavy orders placed with the International Refugee Organization for the movement of workers during the spring of 1951, it was necessary to augment the staff by two additional Selection Officers making a total of seven Labour Officers in Germany.

The function of the Department of Labour Selection Officers is to screen candidates for occupational suitability. Those approved by the Department of Labour officers are then screened by the medical officers, security officers and Immigration officers.

The number of Displaced Persons available for resettlement during 1950-51 was much smaller than in previous years, and a great many of those still eligible for resettlement are in fact employed temporarily in the countries where they are located. For these reasons it was found, during 1950-51, that it took considerably longer to select suitable workers than was the case during previous years.

To meet the demands of employers for workers from the United Kingdom and to assist residents of the United Kingdom wishing to come to Canada, the Department of Labour established an office in London three years ago. Canadian employers requiring workers from the United Kingdom to fill vacancies which cannot be filled in Canada may place an order covering their requirements with any National Employment Service office in Canada. Such orders are cleared through Head Office of the National Employment Service to the Department of Labour office in London, which works closely with the British Ministry of Labour and National Services. The London office of the Department of Labour is also available to advise those wishing to come to Canada concerning possibilities of employment in the various occupations, industries and localities.

Placement of Immigrant Domestics.—The demand for domestics, both for institutions and private homes, continued during the year ended March 31, 1951, and while the supply of workers from the Displaced Persons' Camps had decreased, approximately 1,200 workers came forward and were placed in domestic service during the fiscal year. This number included single women, married couples without children and widows with one or two children. Employers were advised of the decline in the numbers available and, as a consequence, applications for domestic help fell off considerably, although there is still a large back-log of approved applications on hand.

In view of the scarcity of domestic workers from Displaced Persons' Camps, the Department of Labour inaugurated a plan to assist women who wish to come to Canada from the United Kingdom and take employment in domestic service. A representative of the Department was sent to the United Kingdom to interview interested applicants, and the first group of domestic workers from the U.K. arrived in Canada in November 1950. This plan requires the worker to pay £10 toward her ocean transportation and the Department of Labour advances the balance of the fare on a recoverable basis. The worker agrees to remain in domestic employment until the balance has been refunded by way of monthly deductions from her salary. The employer, by signing an application for the services of a domestic worker from the United Kingdom, agrees to deduct $10 per month from the worker's salary and forward it to the Department of Labour for credit to the loan made to the worker. The cost of transportation and meals from Port of Entry to destination in Canada is absorbed by the Department of Labour if the worker remains in domestic employment for one year. The minimum salary for these workers from the United Kingdom is $45 per month and it is expected that employers will increase this if the worker is satisfactory. At March 31, 1951, twelve groups of Scottish domestic workers had arrived in Canada and had been placed in employment in Canadian homes. It is expected that this project will be continued.

A close follow-up is maintained in respect to the placement and welfare of all female immigrant workers and Community Committees across Canada have done much to assist the Department in this respect. These committees include service clubs and church organizations. As the majority of arrivals during the past year have been placed in Ontario and Quebec, the committees in these provinces have been more active. However, there is a committee in practically every area where female immigrants have been placed by the Department. In some areas these groups have been absorbed by larger committees, which have been established to look into the welfare of all immigrants in the community.

Reception of Immigrant Workers Under Group Movements.—Representatives of the National Employment Service are on hand to meet incoming boats to see that immigrants coming forward under group movements are dispatched to their destinations. The Department maintains two hostels for the reception of workers from abroad. One of these is at St. Paul l'Ermite, just outside Montreal, and is equipped to accommodate 600 persons. The other is at Ajax, near

Toronto, and has accommodation for 800 persons. These hostels have all the facilities required to house and feed the numbers indicated. They are used chiefly to accommodate female domestic workers and farm workers who are assigned to individual employers from the hostels. Immigrants going to industrial employment are usually sent direct from seaboard.

Employment Arrangements.—In practically all cases employment has been pre-arranged for immigrants brought to Canada by the Department of Labour as workers. Where Displaced Persons are concerned, the employer is required to sign an application agreeing to employ the worker for a period of at least twelve months at prevailing rates of wages and other working conditions, and to arrange for suitable housing. Applications are investigated and the employer is notified as quickly as possible as to whether or not the application has been approved. Workers are then assigned as available.

General.—At the time of their selection in Europe, workers coming to employment in Canada under the group movement plan sign a written undertaking to the Minister of Labour agreeing to remain in the employment to which they are assigned for a period of one year. Workers who have fulfilled this undertaking are issued a card bearing a facsimile of the signatures of the Minister and the Deputy Minister of Labour certifying to the fact that they have discharged their undertaking. Up to March 31, 1951, a total of 29,750 certificates have been issued to Displaced Persons who have completed their undertakings.

Because of the nature of the employment to which they will be assigned on arrival and owing to housing shortages, it is necessary for most men coming forward in group movements to proceed in advance of their dependents. To facilitate the movement of dependents of Displaced Persons who come forward as workers, a special camp has been established at Aurich, near Bremen, Germany, for the sole purpose of accommodating dependents pending their movement to Canada. The procedure is that dependents are granted visas at the same time as the head of the family and are then placed in the camp at Aurich until the head of the family has located suitable housing in Canada. Once suitable housing has been located in this country, the head of the family so informs the International Refugee Organization and his dependents are sent forward on the next available boat.

VII. ECONOMICS AND RESEARCH

The Economics and Research Branch serves as the central agency in the federal government for economic analyses and research in the field of labour. During the fiscal year under review, the Branch undertook analytical and research projects on labour problems, including manpower, employment and unemployment, occupations, productivity, collective bargaining, labour organization, wages, working conditions and social analysis.

Surveys were undertaken in co-operation with the Dominion Bureau of Statistics and operating agencies in the field, including the National Employment Service and the Unemployment Insurance Commission. Reports and articles were prepared for publication and for use in the Department as well as for other interested agencies, including the I.L.O. and United Nations.

Wage Rates.—Information on wage rates for research and statistical purposes is collected annually from employers by means of a mail survey. Representative employers in most industries are requested to make returns showing wage rates by occupation. In the case of many industries, employers are asked to complete the returns according to occupational wage reporting schedules supplied with the forms.

Early in 1950, the first semi-annual sample wage rate survey was made in order to provide information on the trend in wage rates from October 1, 1949 (the date of the regular survey), to April 1, 1950.

An annual report on "Wage Rates and Hours of Labour in Canada" is published by the Department as a supplement to *The Labour Gazette* and is available on request. This report contains a series of index numbers of wage rates by industry, tables of average wage rates and predominant ranges of rates for the main occupations in most industries, and figures on normal working hours by industry. An article on wages, hours and working conditions in various industries appears regularly in *The Labour Gazette.*

The latest Report No. 32, issued as an annual supplement to *The Labour Gazette,* contains index numbers of wage rates for the period 1901-1949, along with tables showing average wage rates for selected occupations in many industries and average standard or normal hours of work for each industry in 1949. These statistics of wage rates are given by province or region, and in some cases by city.

The general index of 204·6 for 1949 indicates a continuance of the steady upward trend in wage rates since the beginning of World War II. The increase during the year ended in October 1949 was 4·5 per cent; this is a substantially smaller percentage gain than that recorded for each of the three years following the War's end in 1945.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1941-1949

(Rates in 1939=100)

Industry	1941	1943	1945	1946	1947	1948	1949
LOGGING	114·0	143·1	153·3	167·4	195·1	218·8	216·2
MINING	111·2	123·7	136·5	140·6	161·7	181·9	187·6
Coal mining	109·4	124·8	146·2	146·7	166·7	192·9	196·1
Metal mining	112·2	123·1	128·2	135·7	157·7	173·1	180·8
MANUFACTURING	115·2	136·8	146·5	161·5	183·3	205·9	217·9
Primary textile products	119·0	140·4	151·5	165·6	190·1	224·2	243·3
Clothing	118·0	139·3	156·3	176·2	189·5	205·9	212·0
Rubber products	117·1	134·4	143·4	167·7	190·1	213·7	217·6
Pulp and paper	109·5	120·3	127·3	148·6	173·8	193·6	194·4
Paper boxes	115·5	128·9	138·5	151·6	175·8	202·3	223·4
Printing and publishing	105·8	113·7	118·5	127·3	138·9	158·2	173·9
Wood products	117·7	142·9	156·1	178·3	205·2	226·2	238·8
Edible plant products	115·0	130·0	139·4	153·0	175·0	194·5	205·4
Fur products	113·7	127·3	140·5	150·7	170·5	195·6	206·6
Leather products	122·5	142·9	153·5	167·5	198·5	219·3	228·1
Edible animal products (Slaughtering and meat packing)	112·7	135·1	141·0	165·4	189·1	217·0	231·3
Iron and its products	112·9	138·8	148·2	159·6	180·4	200·5	212·3
Tobacco and tobacco products	113·0	131·5	140·5	156·9	186·4	232·2	253·9
Beverages (Malt liquors)	113·3	121·9	127·9	148·4	160·7	182·9	199·7
Electric light and power	112·0	129·6	134·4	143·5	154·8	169·7	186·4
Electrical products	123·2	149·2	156·8	169·1	195·5	225·6	239·6
CONSTRUCTION	111·6	127·7	131·1	143·9	155·0	176·3	184·2
TRANSPORTATION AND COMMUNICATION	109·7	127·0	128·8	143·5	149·3	174·3	175·9
SERVICE—LAUNDRIES	110·5	127·3	135·4	147·5	170·5	183·0	195·0
GENERAL AVERAGE	113·1	133·7	141·8	155·2	173·7	195·8	204·6

Strikes and Lockouts.—The Branch, in co-operation with the Industrial Relations Branch, is responsible for maintaining a record of strikes and lockouts in Canada. Information concerning this record will be found in the chapter of this report dealing with industrial relations.

Collective Agreements.—The Department of Labour endeavours to obtain from employers and labour unions copies of all collective agreements. Agreements received are recorded by industry and the number of workers affected. Representative agreements are summarized each month in *The Labour Gazette.* Records are also kept and summaries made in *The Labour Gazette* of Orders in Council extending agreements under the Collective Agreement Act of Quebec, and of Orders in Council making binding schedules of wages and hours under the Industrial Standards Act, etc., of certain other provinces. Inquiries received from officers of the Department, the International Labour Office, employers, unions and others as to various provisions to be found in agreements, many involving research work, were dealt with.

Five analytical and statistical studies on collective agreements were prepared: *Collective Agreements in the Primary Textile Industry* was published in the May, 1950 issue of *The Labour Gazette; Collective Bargaining Contracts in the Canadian Meat Packing Industry,* in the December issue; *Numbers of Workers Affected by Collective Agreements in Canada, 1949,* also in the December issue; *Collective Agreements of Office Workers in Canada,* in the January 1951 issue; *Collective Agreements in the Tobacco Industry,* in the February issue. The accompanying table gives figures for the principal industrial groups for the years 1946, 1948 and 1949. A more detailed table was published in *The Labour Gazette,* December 1950, p. 2025.

TABLE 2.—NUMBER OF WORKERS AFFECTED BY COLLECTIVE AGREEMENTS IN CANADA, 1946, 1948 AND 1949, BY INDUSTRY

Industry Group	1946	1948	1949		
	Total	Total	Agreements (other than those extended under Collective Agreement Act, Quebec)	Agreements extended under Collective Agreement Act, Quebec	Total *(a)*
	Number of Workers	Number of Workers	Number of Workers	Number of Workers	Number of Workers
Totals	995,736	*(b)*1,214,542	1,071,234	192,259	1,224,146
Agriculture	Nil	Nil	Nil	.....	Nil
Forestry, fishing, trapping	38,471	43,278	43,397	.....	43,397
Mining (including milling), quarrying, oil wells	48,823	49,998	47,639	40	47,646
Coal mining	23,254	22,435	22,332	.....	22,332
Metal mining	19,358	19,215	21,354	.....	21,354
Other	6,211	8,348	3,953	40	3,960
Manufacturing	494,187	*(b)* 610,866	540,847	83,118	590,216
Vegetable foods	24,623	25,375	25,145	1,230	26,322
Other vegetable products	31,940	33,720	32,510	.....	32,510
Animal foods	22,575	21,869	21,864	.....	21,864
Leather and fur products	25,669	27,744	14,045	17,823	26,244
Textile products	76,850	99,044	81,462	29,135	94,333
Wood and paper products (including printing)	96,560	128,325	111,606	17,222	123,682
Iron and its products	135,618	170,141	155,556	14,692	164,683
Non-ferrous metal products	50,339	*(b)* 64,166	59,169	585	59,754
Non-metallic mineral products	15,795	19,743	18,060	1,001	19,061
Chemical products	11,325	15,305	14,781	1,430	15,114
Miscellaneous products	2,893	5,234	6,649	.....	6,649
Electricity, gas production and supply	15,754	18,548	20,940	.....	20,940
Construction	96,873	125,009	48,487	79,788	127,632
Transportation and communication	232,248	*(b)* 264,354	276,898	9,557	281,684
Electric railways and local bus lines	20,149	22,016	22,562	.....	22,562
Steam railways (including express)	139,298	151,669	157,535	.....	157,535
Water transportation (including stevedoring)	37,740	33,041	38,174	4,908	38,735
Other	35,061	*(b)* 57,628	58,627	4,649	62,852
Trade	20,828	31,989	24,401	11,804	36,205
Finance and insurance	*(c)*	*(c)*	Nil	*(c)*	*(c)*
Service	48,552	70,500	68,625	7,952	76,426

(a) These totals are not the sum of the numbers in the two previous columns. Duplications are eliminated. *(b)* Revised. *(c)* One agreement for several towns in Quebec included under "Trade" also includes employees of financial institutions.

Labour Organization in Canada.—An annual report on Labour Organization has been published since 1911. The purpose of the series is to provide each year statistical information on labour union membership in Canada as well as a directory of the unions and of their delegate organizations. The information is obtained mainly from a series of questionnaires sent to all union bodies of which we have record.

Most of the "local unions" in Canada are branches of national or international unions, the latter having branches both in Canada and the United States. Canadian local unions are, in most cases, affiliated with either the Trades and Labour Congress of Canada, the Canadian Congress of Labour

or the Canadian and Catholic Confederation of Labour in the province of Quebec. As a rule, Canadian locals which are branches of unions affiliated with the American Federation of Labour in the United States are affiliated with the Trades and Labour Congress of Canada, while those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses also has a number of purely Canadian organizations affiliated with it, either unions with a number of branches in different places, or strictly local unions which are directly chartered by them.

Of the international unions not affiliated with the Canadian Congresses, the most important are the four railway brotherhoods of engineers, firemen and enginemen, conductors, and trainmen. Most of the other railway unions in Canada are affiliated with the American Federation of Labour in the United States and with the Trades and Labour Congress in Canada, the chief exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers, which is affiliated with the Canadian Congress of Labour.

At December 31, 1949, the recorded membership in all unions in Canada which reported to the Department of Labour was 1,005,639, about 3 per cent higher than that of the previous year. This figure is the highest recorded by the Department.

More complete information, including an article on *The Growth of Labour Organization in Canada 1900-1950*, is contained in the annual report on *Labour Organization in Canada.*

Fatal Industrial Accidents.—Statistics on industrial fatalities are compiled from reports received from the various provincial Workmen's Compensation Boards, the Board of Transport Commissioners, and certain other official sources. Press reports are used to supplement these data, particularly for those industries not covered by Workmen's Compensation legislation such as agriculture, fishing and trapping, and certain of the service groups.

Figures for such fatalities in the year 1950, classified by industrial groups, province of occurrence and cause, were published quarterly in *The Labour Gazette* and a summary for the calendar year, together with a statistical analysis, will appear in the issue of April 1951.

The number of fatalities recorded during 1950 was 1,240 as compared with 1,385 (revised figure) for 1949.

Classification of accidents by causes showed that the largest number, 355, were caused by "moving trains, vehicles, etc." Fatalities resulting from causes in other classifications were: "falls of persons", 184; "dangerous substances", 162; "falling objects", 160; "industrial diseases", 141; "prime movers", 31; "handling of objects", 30; "striking against or being struck by objects", 26; "hoisting apparatus", 21; "working machines", 19; "animals", 13; "tools", 6; and "other causes," 92.

The classification of industrial fatalities by province of occurrence showed that the largest number, 434, were in Ontario; 247 occurred in Quebec; 235 in British Columbia; 120 in Alberta; 85 in Nova Scotia; 41 in Manitoba; 35 in Saskatchewan; 28 in New Brunswick; 10 in Newfoundland; and 5 in the Yukon and Northwest Territories.

Analysis by industrial groups showed that there were 243 fatal accidents in manufacturing; 195 in transportation, storage and communications; 166 in mining and quarrying; 152 in construction; 150 in logging; 116 in service; 62 in electricity, gas and water production; 60 in agriculture; 54 in trade; and 42 in fishing and trapping.

Certain statistics of non-fatal accidents were compiled from reports submitted by the various provincial Workmen's Compensation Boards covering the calendar year 1939 and the years 1943 to 1950, inclusive, and will be published in the April 1951 issue of *The Labour Gazette.*

Hours and Working Conditions.—Information on hours and other conditions of work, including statutory holidays, annual vacations with pay, overtime, pension plans, shift work, etc., is obtained annually from employers throughout Canada. From these returns, applying to a pay period in October in each year, analytical articles are prepared on an industry, and in some cases an area basis, and published regularly in *The Labour Gazette.*

Since the end of World War II, there has been a steady trend towards a shorter work week in Canadian industries. This has resulted from a reduction in the number of days worked each week as well as a lessening in the number of weekly hours normally worked.

The normal work week for office employees is generally less than the work week for plant employees in the same firm. In the manufacturing industries, for example, about 30 per cent of the plant employees and 85 per cent of the office employees are normally working 40 hours a week or less. The largest numbers of office employees are working 37½ and 40 hours a week, whereas the largest numbers of plant employees are normally working 40, 44, 45 and 48 hours. The proportion of employees in Manufacturing in each of the above categories in 1949 and 1950 was as follows:

Normal Weekly Hours		1949	1950
Office employees:	37½ hours	29 per cent	24 per cent
	40 hours	19 "	22 "
Plant employees:	40 hours	25 "	29 "
	44 hours	17 "	14 "
	45 hours	21 "	19 "
	48 hours	20 "	20 "

The normal weekly hours of work vary between provinces, tending on the whole to be less in the western provinces than in the eastern. A small proportion of the workers in the Maritime Provinces are working less than 44 hours a week, as compared with more than two-thirds in British Columbia. The normal work week is somewhat less in Ontario than in Quebec.

The five-day week is becoming increasingly common in Canada. About two-thirds of the plant employees in the manufacturing industries and a slightly higher proportion of office employees are normally working five days a week. The largest proportion of workers on a five-day week, more than three-quarters, is in the province of Ontario.

In the Coal Mining industry the five-day 40-hour week is predominant, whereas in the Metal Mining industry the six-day 48-hour week is predominant, except in British Columbia. In Wholesale and Retail Trade most of the employees are normally working from 40 to 48 hours a week. About one-third of the workers in Wholesale Trade are on a five-day week, compared with about half that proportion in Retail Trade.

Payment for overtime after regular daily or weekly hours of work is generally at time and one-half the normal rate. Most firms do not operate on Sundays or statutory holidays, but when work is necessary on these days many of them pay double time.

Most employees receive an annual paid vacation of at least one week after a year of employment. Most of the firms give longer periods of vacation as the worker's term of employment increases, generally two weeks after five years of employment and in many cases three weeks after from 15 to 30 years.

Most of the firms observe some of the Federal, Provincial or Municipal holidays, or religious holidays. The largest number observe from seven to nine of these holidays during the year. In the majority of cases the employees are paid for some or all of these holidays even though they are not worked. The number of statutory holidays observed and paid for varies somewhat among the provinces.

Labour Market.—The Labour Market Section continued to assess the effects of current and future economic conditions on employment and unemployment in Canada as a whole and in individual areas. In the early part of the period attention continued to be focused mainly on areas and industries where problems of unemployment had developed. By June 1950, however, labour market conditions began to change. Following the end of a mild recession in the United States, economic activity in Canada started to increase as an improvement occurred in the international exchange position of some countries where important markets for Canadian goods existed and as plans were made for greatly increased government expenditures for defence purposes. The work of assessing the effect of the defence production program on the labour market became of primary importance. An increasing number of special reports were prepared which analyzed and assessed the labour market effects of this defence production program on an area, industry and occupational basis.

Monthly articles were compiled for publication in *The Labour Gazette* on current labour and employment conditions. Bi-monthly news releases summarizing the current manpower situation and monthly analyses of area and industry labour market conditions were prepared for senior government officials.

One of the largest projects carried out during the year was the preparation of an extensive reference paper on unemployment and unemployment aid measures covering the period from 1930 to 1950. A number of special reports were prepared following the appointment of the National Advisory Council on Manpower.

Employment Forecast.—Direct forecasts of employment in the key manufacturing and primary industries, three and six months in advance, were prepared. These short-term forecasts were based on information obtained in a quarterly survey from a group of approximately 400 selected firms operating about 800 establishments in manufacturing, logging, mining, communications and retail trade. The quantitative forecasts were supplemented by qualitative information relating to the outlook for production and employment, the supply of labour and other factors affecting production and employment such as raw materials, domestic and export prospects, inventory position, plant expansion and the possible effect of government policy, especially as related to emergency situations such as the defence production program.

The qualitative information was obtained by personal interview with responsible, industrial executives, resulting in confidential information otherwise unavailable.

The data obtained have been used by officials in the Department of Labour and in other government Departments in anticipating the probable employment trends and as a basis for related reports on Canada's employment and economic outlook.

Occupational Analysis.—The Occupational Analysis Section collects and analyzes information concerning Canadian occupations. Precise occupational information has practical application in the collection and interpretation of wage rates, industrial relations, training programs and mobilization of the work force. Occupational research is also basic, for the establishing of families of occupations and over-all occupational classifications.

During the fiscal year progress was made in the revision of occupational wage-reporting schedules already being used, and in the preparation of similar schedules in other fields of industry.

Each wage-reporting schedule lists occupations which are considered to be representative of a specific industry and describes briefly each occupation. The purpose of this procedure is to ensure a higher degree of uniformity and standardization in the reporting of wage rates on an occupational basis.

Group organizations and representative firms are consulted in order that the schedules may serve as adequately as possible the purpose for which they are designed.

The "Canadian Occupations" series of monographs and pamphlets was continued during the year. New numbers were issued on "Electrician", "Machinist and Machine Operators (Metal)", "The Printing Trades", "Automobile Mechanic and Repairman", "Optometrist", "Mining Occupations" and "Lawyer".

In advanced stages of preparation were monographs on "Social Worker", "Foundry Occupations", "Bakery Occupations", "Electronics Occupations" and "Hospital Occupations (non-professional)". The treatment of some of the later subjects is on an industry basis, involving longer monographs, each covering a number of occupations. Preliminary work is under way on other important subjects.

This series, in both English and French editions, has proved most popular. The regular circulation is already 50 per cent greater than was originally expected, and requests, sometimes as many as 50 weekly, for individual numbers or for full sets add a very large casual circulation, as well as increasing in numerous instances the mailing list. The French edition evidently meets a long-existing need for occupational publications in that language.

Inquiries for this series come from many individuals, from educational institutions, public libraries, guidance workers and organizations, personnel men, management associations and labour unions, professional organizations, immigration and travel agencies, publications, as well as from foreign and Commonwealth government offices, and private persons. A steady flow of inquiries on occupations not yet included in the series has been serviced, also.

A large proportion of the regular circulation of this series is to schools, through the provincial Departments of Education, and to the National Employment Service.

Technical Personnel Division.—The Technical Personnel Division continues to maintain a detailed inventory of scientists and engineers in Canada. To the 49,000 individual records on file at the beginning of the year have been added over 6,000 files covering the graduating classes of 1950. All fields of engineering and of the natural sciences are covered. Arrangements were made in advance to secure a record for each prospective graduate in the classes of 1951 to the number of approximately 5,000.

Towards the close of the year a start was made on a project for reviewing the earlier records and bringing all the files up to date. This project of the Department of Labour was duly endorsed by the National Advisory Committee on Manpower. Preparatory to sending out fresh questionnaires to each individual on record, the Minister of Labour requested, and readily obtained, assurances of co-operation from the principal professional organizations involved. The necessary revised forms and classification lists and a considerable volume of material comprising up-to-date addresses were made ready so that the mailing of questionnaires direct to individuals could be commenced on April 1, 1951.

Considerable study was devoted to the question of supply and demand in engineering and scientific fields, particularly in view of the rapid shrinkage in enrolment at the universities due to the completion, by thousands of veteran students, of their postwar university training. With the co-operation of employers and the assistance of field officers of the National Employment Service, estimates of demand originally made in 1946 were reviewed to the point where expected needs up to 1954 could be assessed.

It would now appear that the annual output of new graduates will fall somewhat short of anticipated requirements for the time being. The extent of the shortage will vary somewhat as between different branches of science and engineering and in some cases the anticipated "deficit" may cause concern. The shortages, however, must be considered in the light of the recent large additions to the total supply from the classes of 1949, 1950, and 1951 and, proportionately, they should not be too serious.

In the meantime, through the quarterly bulletins issued by the Technical Personnel Division and in other ways, the question of future supply is being kept before educational authorities, professional organizations, and others concerned.

VIII.—LABOUR GAZETTE

This year marked *The Labour Gazette's* fiftieth year of publication. Originally founded by the late Rt. Hon. W. L. Mackenzie King, its first editor, *The Labour Gazette* still recognizes and follows the general policy laid down by him in the first issue (September 1900): "*The Labour Gazette* is an official publication by the Dominion Government . . . . It is the Journal of the Department of Labour and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects."

To commemorate the founding of *The Labour Gazette*, a Special Anniversary Edition was published in September. This volume presented a comprehensive picture of economic and social conditions in Canada throughout the past fifty years. This special edition received favourable recognition from labour, management and the public, and will serve as a valuable historical reference on labour matters.

Throughout the half-century, *The Labour Gazette* has reflected the many and varied changes that have taken place in industrial and labour relations and social conditions in this country. It has never deviated from its original purpose of reporting objectively and factually the current trends in labour and industry.

In conformity with this practice, *The Labour Gazette*, during the fiscal year under review, published records of labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, labour-management co-operation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, Canadian Government Annuities, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the Canada Labour Relations Board. Numerous special articles on the economic and social aspects of labour problems, many of which were prepared by the Economics and Research Branch, also appeared in the various issues.

In addition, *The Labour Gazette* contained articles on social, industrial and economic conditions in Great Britain, the United States and other countries, especially where these were in some degree analogous to those in Canada.

The proceedings of the International Labour Organization, the 82nd annual conference of the British Trades Union Congress and meetings of the International Confederation of Free Trade Unions received comprehensive coverage. There were occasional articles on economic stabilization, post-war reconstruction, social security and related material from other Government departments.

The subscription rate remained at one dollar per year for general subscribers, with a special rate of fifty cents per year to groups of 10 or more to accommodate the requirements of trade union locals, students, and companies wishing to subscribe for their staffs.

At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at two dollars a volume.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 15,419, (12,551 in English, 2,868 in French). Of this number, the average monthly paid circulation was 7,999 and the complimentary circulation was 7,420.

IX.—INFORMATION BRANCH

Since the establishment of the Information Branch on January 1, 1943, it has been concerned with providing a broad information and publicity service for the various activities of the Department, including the National Employment Service, the Unemployment Insurance Commission, the Wartime Labour Relations Board (National) and its successor, the Canada Labour Relations Board. The Branch became responsible for press liaison work arising out of meetings of the National Advisory Council on Manpower, which was established in February, 1951. This is in line with the policy of the Department to keep the public fully informed, not only in regard to the legislation it administers, but also on activities of associated agencies.

During the year, the Branch provided press liaison services to meetings of the Canadian Vocational Training Advisory Council, Federal-Provincial Farm Labour Conference, and the National Employment Committee. In co-operation with information officials of the Departments of Veterans Affairs and National Health and Welfare, the Information Branch was responsible for information and necessary publicity in connection with the Federal-Provincial Rehabilitation Conference in Toronto, in February, 1951.

Media Used.—The Department found it necessary to carry out advertising campaigns to inform the public concerning the employment of university graduates and undergraduates, woods employment, Government Annuities, the facilities of the National Employment Service, and similar matters. Newspapers and other publications, radio stations, posters, photographs, films, and circular letters were used extensively in the various campaigns, the copy and, where required, original illustrations being prepared by the Information Branch. Two special pamphlets, designed to assist in bringing about better living and working conditions in agriculture were prepared and distributed at fairs and exhibitions throughout Canada. All material was prepared in both English and French.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the fiscal year under review, 226 news releases were issued.

Special articles on various departmental activities and operations were provided on request to interested publications. Several hundred requests for information on labour matters and related subjects were dealt with by the Branch. Many of these inquiries required extensive research and study. In addition, hundreds of telephone inquiries were handled, as well as many interviews with students, writers, and others seeking information.

The Branch assisted in the preparation of departmental exhibits advertising the services available through the Department and the Unemployment Insurance Commission. These exhibits were circulated to 53 fairs and exhibitions throughout Canada.

A weekly radio program entitled "Canada at Work" was broadcast over 62 Canadian stations throughout the year. This program, originally entitled "The People Ask", and operating since September, 1942, brings current information on labour and related matters before the public.

"2 Minutes of Employment Facts".—A brief digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in bulletin form, was distributed twice a month to employers and employer groups, leading trade unions, and others interested in the subjects covered. Circulation of this

bulletin, which is almost entirely on a request basis, again increased during the year, reaching more than 31,000 (semi-monthly). In addition, several thousand extra copies of certain issues were requested by interested groups, and certain issues were used as pamphlets for distribution at the Fall fairs.

Industrial Film Preview Library.—The Department, through a special vote available to this Branch, financially assisted the National Film Board in the operation of industrial film circuits. Under this arrangement, an Industrial Film Preview Library has been established, consisting of films chosen on the direction of the Information Branch. Blocks of these films were distributed by the National Film Board, on a flexible schedule throughout the country, with a view to encouraging the formation of community industrial film councils.

Industrial Safety Program.—In keeping with a policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of industrial accident prevention, preparation of a series of films under the heading "Accidents Don't Happen—They're Caused", was begun in 1946. The fifth film in the series completed in 1949, winning an international award at Chicago as the "outstanding safety film of the year", was circulated in 1950. Work was commenced on the sixth film in 1950 for release early in the new fiscal year. The continuing demand for these films, both at home and abroad, is evidence of the real need for this type of educational material. In addition to the prints placed in circulation by the Department up to the end of the fiscal year, 303 prints had been sold in Canada and 985 prints had been sold abroad—in the United States, Great Britain, France, and in countries as far away as Australia.

Members of the Branch represented the Department at several conferences, including the President's Conference on Industrial Safety held in Washington in the Spring of 1950, and the annual convention of the Accident Prevention Association of Ontario. In March, 1951, the Director of Information was elected a member of the Canadian Standards Association and appointed a member of their committee to develop a Safety Code for the Woodworking Industry.

Educational Program on Behalf of Older Workers.—During the postwar years the Department of Labour, in co-operation with the National Employment Service and the Department of Veterans Affairs, has attempted an educational campaign designed to bring the facts and effects of the problem of the older worker before the greatest number of responsible citizens. In line with this policy, a film based on an original script prepared by the Information Branch, called "Date of Birth", was produced for the Department by the National Film Board and released in August, 1950.

On advice of the Information Branch a new approach to film distribution was tried out in the case of "Date of Birth". This was an attempt to penetrate as deeply as possible into a selected group—employers and executives—by screenings arranged by the National Employment Service through service clubs and other organizations. More than 750 screenings had been made to a selected audience of nearly 60,000 by the end of January. Screenings are continuing in 1951. Many instances of firms changing their hiring policies to include older workers following showings of the film were reported by local office managers of the National Employment Service.

X.—LABOUR LEGISLATION

The Legislation Branch collects information on labour law in Canada and abroad and makes it available through special publications and through articles in *The Labour Gazette.*

An annual report on *Labour Legislation in Canada* has been issued by the Department since 1915. It contains the text or a summary of the Federal and Provincial Statutes and statutory orders affecting labour. The 1915, 1920, 1928, 1937 and 1948 Reports are in the form of a consolidation of all labour laws on the statute books of Canada and the provinces at the end of those respective years. Reports for intervening years ordinarily cover only the legislation enacted during the year, but exception was made in years when there were statute revisions in one or more provinces. In the fiscal year 1950-51, the 1948 consolidation was distributed and preparation of material covering developments in the years 1949 and 1950 was undertaken.

During the fiscal year 1949-50 revised editions of *Workmen's Compensation in Canada: A Comparison of Provincial Laws;* and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-Day and Workmen's Compensation* were issued.

Labour laws enacted by the Parliament of Canada and the provincial legislatures are summarized for *The Labour Gazette* at the close of the sessions. A monthly summary of regulations made by administrative authorities under federal and provincial legislation and reviews of judgments of the Courts in labour cases are also published in *The Labour Gazette.* Special articles on various branches of labour law are published from time to time.

Technical assistance has been provided to the International Labour Organization Branch in connection with the reports that Canada is required to make under the Constitution of the International Labour Organization. During the year comparisons of the standards established by Canadian legislation with the standards set out in International Labour Conventions were completed in respect to minimum wage-fixing machinery, hours of work, weekly rest, vocational training, apprenticeship, labour inspection, and minimum age for employment in industrial undertakings.

During the year under review there has again been a large number of requests for publications, and the Branch has provided information in response to numerous inquiries from other governments in Canada and abroad and from specialists in labour law, students, business firms, and the general public.

The Canadian Association of Administrators of Labour Legislation was formed in May, 1938. The objects of the organization, which consists of all Federal and Provincial Departments or Boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement and to bring about greater uniformity in the legislative standards of the provinces through the exchange of information and by annual conferences. The provinces pay an annual membership fee of $25. The Federal Department of Labour provides the services of a Secretary-Treasurer and bears the cost of reporting and distributing to the members reports of proceedings of the annual conference. Because of war conditions, no conferences were held from 1944 to 1947.

At the ninth annual meeting of the Association, which was held in Montreal, May 29-31, 1950, the Federal Department of Labour and nine provinces were represented. The subjects discussed were: industrial safety, labour statistics, conciliation methods in industrial disputes, minimum wages, and questions of departmental organization. The tenth conference will be held in Victoria from September 10-12, 1951.

Topics which have been discussed at earlier sessions of the Association include minimum wages, industrial standards, maximum hours of work, conditions of Government contract work, accident prevention, labour statistics, labour inspection, employment of women and children, apprenticeship and vocational training, trade unions, collective bargaining, industrial disputes, such wartime policies as the stabilization of wages and the control of labour, Canada and the International Labour Organization, and the place and function of the Canadian Standards Association in industrial safety.

XI.—THE LIBRARY

The Library of the Department of Labour was established with the formation of the Department in 1900, and serves as a source of information for the Department of Labour, other Government Departments and Agencies, and the general public. Continued use was made of the Library during the fiscal year and a total of 980 borrowers made use of its services. A marked increase was shown in the interest and use made of the library.

Select lists of new books available are published monthly in *The Labour Gazette.*

The Library preserves all publications of the International Labour Organization, as well as the chief publications on Labour issued by the Governments of other countries. In addition, copies of all publications of the Department are preserved, together with the constitutions and proceedings of all Canadian labour unions, those of Empire countries, international unions, and the chief unions of the United States and other countries.

During the fiscal year 1950-51, 4,327 new titles were added to the Library collection, the greater part being gifts from various sources.

The work of reclassifying and recataloguing the Library collection, which was started in 1942, has progressed during the year.

The work of microfilming the author catalogue by the Canadian Bibliographic Centre was completed during the year. Periodical titles and most pamphlets were omitted, leaving a total of 38,000 cards microfilmed.

A branch library, serving personnel of the Economics and Research and Annuities Branches of the Department, located in No. 5 Temporary Building, was organized with a basic collection of books and periodicals of special interest to these Branches. This collection numbers approximately 4,500 titles, and is in charge of a trained Librarian.

At the close of the fiscal year, the main Library of the Department carried 125,000 titles.

XII.—RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

The chief functions of the Department of Labour in the re-establishment of ex-service personnel in the post-war years have been to assist in their reinstatement in pre-war employment, to place them in new employment, or to provide training facilities to enable them to acquire special skills before seeking employment.

With rehabilitation as a major project completed by the end of 1947, the work of the Veterans Placement Division settled into a fairly permanent pattern following its reorganization at that time. This reorganization placed full emphasis on employment functions to meet the changing rehabilitation picture resulting from the expiration of many of the benefits available through the Department of Veterans Affairs.

However, a new phase of veterans' rehabilitation work arose during the fiscal year 1950-51 out of the formation of Special Armed Forces in support of Canada's commitments to the United Nations. By Order in Council, rights to reinstatement in civil employment and to unemployment insurance benefits were extended to veterans of the Special Forces along lines similar to those provided for veterans of World War II.

No great difficulty was encountered during the year in the reinstatement in former employment, or the placement in new occupations, of veterans discharged from the Special Forces. Placement of veterans of World War II continued on a reduced scale from previous post-war years, the peak in these placement activities having long been passed with the settlement of the vast majority of ex-servicemen and women in permanent occupations.

During the fiscal year 1950-51, Veterans Officers in local offices of the National Employment Service continued to perform duties on behalf of the Department of Veterans Affairs, assisting veterans in the handling of applications for medical treatment, pensions, re-establishment credits and other continuing benefits. In co-operation with the Department of Veterans Affairs, considerable attention has been given to the problem of employment for veterans over 45. The provision of war veterans allowances, and assistance to older veterans received considerable attention. The Veterans Placement Division again assisted in the handling of applications for grants from the Army Benevolent Fund.

XIII.—RE-ESTABLISHMENT OF JAPANESE IN CANADA

The agreements entered into by the Federal Government with each of the provinces of British Columbia, Alberta and Manitoba, providing for the welfare of persons of the Japanese race resident in the province who had been evacuated from the coastal area of British Columbia as a war emergency measure, expired on March 31, 1950. The field office of the Department in Vancouver, which administered the project, was maintained during the fiscal year 1950-51 to deal with matters which remained unsettled on the termination of the agreements.

The final closing of the office was effected on March 31, 1951, and brought to a satisfactory completion a difficult project which emanated from war emergency in the period 1941-42.

XIV.—GOVERNMENT EMPLOYEES COMPENSATION

The Government Employees Compensation Act 1947, Chapter 18, Statutes of Canada 1947 provides compensation where employees of His Majesty are killed or suffer injuries or industrial diseases in the performance of their duties. The Act came into force on April 1, 1947, and the Government Employees Compensation Act, Chapter 30, Revised Statutes of Canada 1927, was repealed.

Administration of the Act.—The departmental administration of the Act formerly under the jurisdiction of the Department of Transport was transferred to the jurisdiction of the Department of Labour effective January 1, 1950, by Order in Council P.C. 6470, dated December 22, 1949.

All matters relative to the administration of the Act, including matters of policy and procedure, matters pertaining to the interpretation of the various Compensation Acts, the furnishing of the necessary funds for the payment of compensation and the auditing of expenditures under the Act, have been dealt with by the Department of Labour through the Employees Compensation Branch as and from January 1, 1950.

Funds for the Payment of Compensation.—Any compensation or costs awarded under the Act are paid by the Minister of Finance out of any unappropriated moneys in the Consolidated Revenue Fund of Canada.

Compensation Provided.—The Act provides that an employee who is caused personal injury by accident arising out of and in the course of his employment or is disabled by reason of an industrial disease due to the nature of his employment, and the dependents of an employee whose death results from such an accident or industrial disease, shall be entitled to receive compensation at the same rate as is provided for an employee of a person other than His Majesty under the law of the province in which the accident occurred or the industrial disease was contracted, and the right to and the amount of compensation shall be determined under such law and in the same manner and by the same board, officers or authority as that established by such law for determining compensation in cases of employees other than of His Majesty.

Provinces of Nova Scotia, Prince Edward Island, New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia.—All of these provinces have Workmen's Compensation Acts administered by provincial Boards. All accidents happening and industrial diseases contracted in these provinces are reported to the provincial Boards and the right to and the amount of compensation determined by such Boards. Any compensation awarded is paid from funds deposited with the Boards for that purpose and a proper accounting is rendered to the Department.

Province of Newfoundland.—Prior to April 1, 1951, the province of Newfoundland had a Workmen's Compensation Act but no Board, and claims arising from accidents happening and industrial diseases contracted, were settled by the Department of Labour direct in accordance with the provisions of the Newfoundland Act. A new Act has been passed to come into effect as and from

April 1, 1951, and a Board established to administer such Act. Arrangements have been made for the settlement of claims arising from accidents happening and industrial diseases contracted, on and after April 1, 1951, through the Newfoundland Board.

Yukon Territory and the Northwest Territories.—There is a Workmen's Compensation Ordinance in the Yukon Territory which provides certain compensation for workmen who are injured in the course of their employment. There is, however, no Workmen's Compensation Board.

Section 5 of the Government Employees Compensation Act provides that where an employee ordinarily resident in the Northwest Territories is caused personal injury or is killed by accident arising out of and in the course of his employment, or is disabled or his death is caused by an industrial disease due to the nature of his employment, while employed in the Northwest Territories, such accident or industrial disease shall for the purposes of this Act be deemed to have occurred or been contracted in the Yukon Territory.

Claims arising from accidents happening to and industrial diseases contracted by employees ordinarily resident in the Yukon Territory and the Northwest Territories while employed in such Territories are dealt with and settlements made by the Department direct in accordance with the provisions of the Workmen's Compensation Ordinance of the Yukon Territory.

Section 6 of the Government Employees Compensation Act provides that where an employee ordinarily resident in a province, other than the Yukon Territory, is caused personal injury or is killed by accident arising out of and in the course of his employment, or is disabled or his death is caused by an industrial disease due to the nature of his employment, while employed in the Yukon Territory or the Northwest Territories, such accident or industrial disease shall for the purposes of this Act be deemed to have occurred or been contracted in the province in which the employee was ordinarily resident.

Any claim arising under Section 6 of the Act is dealt with and settlement made through the Board of the province in which the employee was ordinarily resident. The usual procedure relative to the settlement of a claim arising from an accident happening or an industrial disease contracted in such province is followed.

Accidents Happening to or Industrial Diseases Contracted by Employees While Outside of Canada.—Section 7 of the Government Employees Compensation Act provides that where an employee, other than a person engaged locally outside of Canada, is caused personal injury or is killed by accident arising out of and in the course of his employment, or is disabled or his death is caused by an industrial disease due to the nature of his employment, while employed outside of Canada, such accident or industrial disease shall for the purpose of this Act be deemed to have occurred or been contracted in the province or in the Northwest Territories, as the case may be, in which the employee was ordinarily resident immediately prior to his entering upon such employment.

Any claim arising under Section 7 of the Act is dealt with and settlement made through the Board of the province in which the employee was ordinarily resident immediately prior to his employment outside of Canada. The usual procedure relative to the settlement of a claim arising from an accident happening or an industrial disease contracted in such province is followed.

NUMBER OF CLAIMS ON WHICH PAYMENTS WERE MADE AND DISBURSEMENTS UNDER THE ACT, DURING THE FISCAL YEAR 1950–51

Province	Number of Claims				Disbursements	Administration Expenses of Boards	Total Disbursements
	Medical Aid	Compensation and Medical Aid	Pensions	Total			
					$ cts.	$ cts.	$ cts.
Newfoundland	89	30	4	123	10,789 15	.....	10,789 15
Prince Edward Island	28	16	9	53	7,257 83	.....	7,257 83
Nova Scotia	602	252	123	977	82,356 31	15,260 72	97,617 03
New Brunswick	204	123	21	348	21,197 51	14,732 00	35,929 51
Quebec	1,070	1,059	396	2,525	259,932 72	12,089 00	272,021 72
Ontario	3,058	1,061	477	4,596	329,635 42	11,991 00	341,626 42
Manitoba	313	182	52	547	56,190 90	20,450 31	76,641 21
Saskatchewan	206	109	32	347	28,983 65	4,118 93	33,102 58
Alberta	638	311	76	1,025	77,435 70	9,688 75	87,124 45
British Columbia	1,058	523	166	1,747	191,371 70	26,626 82	217,998 52
Yukon and Northwest Territories	11	31	1	43	6,751 42	.....	6,751 42
Totals	7,277	3,697	1,357	12,331	1,071,902 31	114,957 53	1,186,859 84
Less Receipts	.....	.....	.....	.....	166,289 53	39,206 36	205,495 89
Net Expenditures 1950–51	.....	.....	.....	.....	905,612 78	75,751 17	981,363 95

XV.—MERCHANT SEAMEN COMPENSATION

The Merchant Seamen Compensation Act, Chapter 58, Statutes of Canada 1946, was assented to on August 31, 1946.

Claims arising from accidents happening to merchant seamen were dealt with, prior to August 31, 1946, under the provisions of the Merchant Seamen Compensation Regulations 1945, made under the War Measures Act, Order in Council P.C. 4755, July 17, 1945, effective August 1, 1945. These regulations were revoked by an amendment to The Merchant Seamen Compensation Act, June 27, 1947.

The powers, duties and functions of the Minister of Transport under the Act, Section 2 (h), were transferred to the Minister of Labour by Order in Council P.C. 744, February 17, 1950.

Definition of Seaman.—Under Section 2 (i) of the Act, seaman means every person, except pilots, apprenticed pilots and fishermen, employed or engaged on

(1) a ship registered in Canada; or

(2) a ship chartered by demise to a person resident in Canada or having his principal place of business in Canada,

when such a ship is engaged in trading on a foreign voyage or on a home trade voyage as these voyages are defined in the Canada Shipping Act, 1934; and, if so ordered by the Governor in Council, includes a seaman engaged in Canada and employed on a ship that is registered outside of Canada and operated by a person resident in Canada or having his principal place of business in Canada when such ship is so engaged.

Compensation.—The employer of a seaman injured by reason of an accident arising out of and in the course of his employment is required to pay compensation in the manner and to the extent provided by the Act. Compensation is paid by the employer direct.

No compensation is payable under the Act where a seaman or his dependents are entitled to claim compensation under the Government Employees Compensation Act or under any provincial Workmen's Compensation law.

Insurance.—The employer is required to cover by insurance or other means satisfactory to the Board the risks of compensation arising under the Act. It is the usual practice to cover such risks by an insurance policy.

Administration.—The Act is administered by a Board duly appointed by the Governor in Council in accordance with Section 3 of the Act. At March 31, 1951, the personnel of the Board was as follows: Chairman—Mr. A. H. Brown, Chief Executive Officer and Solicitor, Department of Labour; Vice-Chairman—Mr. B. J. Roberts, Member, National Harbours Board; Member—Capt. G. L. C. Johnson, Assistant to the Supervisor of Nautical Services, Department of Transport; Secretary—Mr. C. E. Stevens, Director, Government Employees Compensation, Department of Labour. Details in connection with the administration of the Act are carried out by the staff of the Employees Compensation Branch of the Department of Labour under the supervision of the Secretary of the Board. The Secretary is authorized by the Board to pass upon all settlements of temporary disability claims which are in accordance with the provisions of the Act and are not disputed by the employer or the employee, without

reference to the Board. All claims in dispute are placed before the Board for a decision. Details in all permanent disability and death cases are also placed before the Board and awards in such cases are approved by the Board.

Statistics.—During the fiscal year, a total of 68 companies were subject to the provisions of this Act and a total of 61 claims for compensation were received by the Board.

Four meetings were held by the Board during the year at which a total of 26 claims were dealt with by the Board. Five claims for compensation were disallowed. Nine awards in permanent disability cases and five awards in death cases were approved.

XVI.—INTERNATIONAL LABOUR ORGANIZATION

The purpose of the International Labour Organization is to promote social justice by improving industrial conditions in all countries of the world through international agreements and national legislative action and collective agreements, thus providing a solid basis for universal lasting peace and prosperity. Established in 1919 as an autonomous associate of the League of Nations, it has become, by an agreement signed in 1946, a specialized agency of the United Nations. At present there are 62 member nations in the Organization, which is democratically governed by representatives of the governments, of the organized employers and of the organized workers in each of these countries.

After a wartime sojourn in Montreal, the headquarters of the I.L.O. was returned to Geneva, Switzerland, where the Director-General, Mr. David Morse, supervises an expanded program for the improvement of working and living conditions, migration and manpower utilization, and technical assistance for underdeveloped countries, in co-operation with the United Nations and other specialized agencies, such as FAO, WHO, and UNESCO. Branch offices of the I.L.O. are maintained in London, Paris, Rome, New Delhi, Shanghai, Washington and Ottawa. The Director of the Canada Branch is Mr. V. C. Phelan of Ottawa.

Although far from accomplishing all its aims, the International Labour Organization has registered many solid achievements during the thirty years of its development. Ninety-eight Conventions have been adopted, which have received 1,200 ratifications up to March 21, 1951. In addition, eighty-eight recommendations have been adopted. These Conventions and Recommendations cover a wide variety of vital subjects, such as: freedom of association, employment and unemployment (employment services, national development schemes, provision for unemployment, the organization of employment during the transition from war to peace); general conditions of employment (wages, hours of work, weekly rest periods, and annual holidays with pay); the employment of children and young persons (age for admission to employment, medical examinations for fitness for employment, vocational training and apprenticeship, night work); the employment of women (maternity protection, night work, employment upon unhealthy work); industrial health, safety and welfare; social security; industrial relations; labour inspection; maritime labour; social policy in non-metropolitan territories; migration; and labour statistics. A Convention when adopted does not come into force until ratified by two or more member countries. All I.L.O. members must submit an adopted Convention to their competent authorities for consideration within eighteen months. Those countries which ratify a Convention must pass laws to implement it, and are required to make annual reports on progress toward its objectives.

Goals for achievement have been charted out in important phases of economic activity, such as the international labour code of Conventions and Recommendations, the maritime code, the safety codes for industries, and the technical assistance program for underdeveloped countries. In addition, the various I.L.O. conferences and meetings have brought together representatives of governments, employers and workers from all parts of the world in a democratic forum where they can become better acquainted and speak their minds freely during the process of planning industrial and social progress for all mankind*.

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* Fuller details concerning the organization and activities of the International Labour Organization can be obtained from such I.L.O. publications as the International Labour Review, Industry and Labour, and other regular and special Reports.

Canada's Part in the I.L.O.

During the fiscal year under review, Canada was represented at the 33rd Session of the International Labour Conference (Geneva); at the 112th (Geneva); the 113th (Brussels), and the 114th (Geneva) Sessions of the I.L.O. Governing Body; at meetings of the Chemical Industrial Committee (Geneva), the Petroleum Industrial Committee (Geneva), the Textiles Industrial Committee (Lyons), and the Building, Civil Engineering and Public Works Industrial Committee (Geneva); at a Preliminary Conference on Migration (Geneva); and at an Inter-American Conference on Social Security (Buenos Aires). Canada also has members on I.L.O. Advisory and Correspondence Committees of experts on the subjects of accident prevention, industrial hygiene, women's work, juvenile work, hygiene of seafarers, recreation, agriculture and migration. In December 1950, a Canadian expert was added to the I.L.O. Committee on Indigenous Labour.*

International Labour Conference

The Annual Conference acts as the legislative body of the International Labour Organization, and its 33rd Session in June 1950 brought together at Geneva over 500 delegates and advisers from 52 member countries, most delegations being tripartite, representing governments, employers and workers. Two new members were admitted—Viet Nam and Indonesia—increasing the membership to 62.

The principal items on the agenda of the Conference included: Industrial Relations; Equal Remuneration for Men and Women Workers for Work of Equal Value; Vocational Training of Adults; and Minimum Wage-fixing in Agriculture.

The usual practice of the I.L.O. in formulating international regulations on labour questions is to consider a subject at two successive Conferences before adopting a text in final form. In accordance with this "double discussion" procedure, most of the items on the agenda of the 1950 Conference were given preliminary consideration only, with final action being deferred until next year's session.

The subjects of Industrial Relations, Equal Remuneration, and Minimum Wage-fixing in Agriculture were treated in this way. The Conference set up committees which gave detailed consideration to proposals for international Convention or Recommendations on these items. During the debates, the representatives of the various governments and employers' and workers' organizations were able to put forward their views, and to reach a considerable measure of agreement as to the aspects of these subjects which might be considered suitable for international regulation. The task of framing the actual texts of the international instruments to be adopted, however, has been left to next year's Conference.

On the other hand the Conference took final action this year on one of the items on its agenda, namely Vocational Training. By unanimous vote, it adopted a Recommendation on the Vocational Training of Adults including Disabled Persons.

The Conference also carried out its usual task of scrutinizing the way in which member countries are applying the Conventions and Recommendations adopted at earlier sessions. It also conducted a debate on the Annual Report of the Director-General of the I.L.O., which this year dealt extensively with the subject of labour productivity.

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* Fuller details on most of these I.L.O. Conferences and Committee meetings, including information on Canadian representation, can be found in various issues of *The Labour Gazette*.

The subject of Unemployment came before the Conference, not as a formal item on the agenda, but as a result of a special report prepared by the I.L.O. Following debate on this question, the Conference adopted a resolution on International Action against Unemployment.

Governing Body

The Governing Body acts as the executive of the International Labour Organization. As one of the leading industrial nations of the world, Canada has one of the eight non-elective seats on the Governing Body. Dr. A. MacNamara, C.M.G., is the Canadian Government member of the Governing Body; H. Taylor, O.B.E., of the Canadian Manufacturers' Association, is a deputy member of the employers' group, and P. R. Bengough, C.B.E., of the Trades and Labour Congress, is a deputy member of the workers' group of the Governing Body.

At the three sessions held in this year, the Governing Body decided the agendas of the Conference and Industrial Committee sessions for 1952, approved plans for the technical assistance program, completed establishment of the Fact-finding and Conciliation Commission on Trade Union Rights, authorized the holding of Regional Conferences and Industrial Committee meetings, and studied reports of the Committees on finance, allocations, staff questions, technical assistance, manpower, application of conventions and recommendations, etc., with a view to the best methods of putting their decisions into effect.

Industrial Committees

Of the eight Industrial Committees of the I.L.O., four met in the fiscal year 1950-51. Each Committee considered the action taken by the member countries and the International Labour Office on the resolutions of the previous session, and the general developments in the industry since the last session, in addition to the following problems of the particular industries:—

Chemical Industries Committee (Second Session)—Safety, hygiene and organization of working hours.

Petroleum Committee (Third Session)—Housing and social services for workers.

Textiles Committee (Third Session)—Disparities in textile wages, and the safety of workers.

Building, Civil Engineering and Public Works Committee (Third Session)—Welfare and seasonal unemployment in the construction industry.

Other Conferences

The Preliminary Migration Conference was held in April 1950 to consider the following agenda: (1) Exchange of views on present position as regards migration and factors restricting its development; (2) Measures necessary to organize migration on the international and national levels; (3) Migration and economic development; and (4) Financial basis for plans for economic development, advances and technical aid from international organizations, private capital investment. A program for action was drawn up to be implemented in co-operation with the United Nations and other specialized agencies.

The Inter-American Committee on Social Security, meeting in March 1951, studied: (1) Guidance for the development of social security in the Americas; (2) Methods of control, inspection systems, and means for collecting assessments; and (3) Co-ordination of loans in connection with sickness and disability insurance.

Ratifications

On July 11, 1950, Canada ratified Convention No. 88 concerning the organization of the Employment Service, which had been adopted by the International Labour Conference at its 31st Session in 1948. The Convention requires each member state which ratifies it to maintain a free public employment service consisting of a national system of employment offices under the jurisdiction of a national authority. Canada was already in full compliance with the Convention by the provisions of the Unemployment Insurance Act.

On February 13, 1951, Canada ratified four maritime conventions adopted at the 28th International Labour Conference at Seattle in 1946. Conventions Nos. 68 and 69 require proper standards for food and catering and the certification of cooks on sea-going vessels. Convention No. 73 makes provision for the medical examination of seafarers. Convention No. 74 requires the examination and certification of qualified able seamen for sea-going ships. The provisions of the Canada Shipping Act already equal or surpass the various standards set in these conventions.

Canada has now ratified seventeen I.L.O. conventions, as follows:

No. 1—Hours of Work (Industry) Convention, 1919 (First Session)

No. 7—Minimum Age (Sea) Convention, 1920 (Second Session)

No. 8—Unemployment Indemnity (Shipwreck) Convention, 1920 (Second Session)

No. 14—Weekly Rest (Industry) Convention, 1921 (Third Session)

No. 15—Minimum Age (Trimmers and Stokers) Convention, 1921 (Third Session)

No. 16—Medical Examination of Young Persons (Sea) Convention, 1921 (Third Session)

No. 22—Seamen's Articles of Agreement Convention, 1926 (Ninth Session)

No. 26—Minimum Wage-fixing Machinery Convention, 1928 (Eleventh Session)

No. 27—Marking of Weight (Packages Transported by Vessels) Convention, 1929 (Twelfth Session)

No. 32—Protection Against Accidents (Dockers) Convention (Revised), 1932 (Sixteenth Session)

No. 63—Convention Concerning Statistics of Wages and Hours of Work, 1938 (Twenty-Fourth Session)

No. 80—Final Articles Revision Convention, 1946 (Twenty-Ninth Session)

No. 88—Employment Service Convention, 1948 (Thirty-First Session)

No. 68—Food and Catering (Ships' Crews) Convention, 1946 (Twenty-Eighth Session)

No. 69—Certification of Ships' Cooks Convention, 1946 (Twenty-Eighth Session)

No. 73—Medical Examination (Seafarers) Convention, 1946 (Twenty-Eighth Session)

No. 74—Certification of Able Seamen Convention, 1946 (Twenty-Eighth Session).

General Activities

An important part of the work of the Department of Labour as the official liaison agency with the International Labour Organization is the preparation of replies to I.L.O. questionnaires and inquiries on a wide variety of topics dealing with the economic and industrial life of Canada, in co-operation with other

Departments of the Canadian Government, the Provincial Governments, and the most representative organizations of employers and workers in Canada. In the fiscal year 1950-51, reports were compiled and sent forward to Geneva on the following subjects: action taken on resolutions of the Petroleum Committee; medical chests and medical instructions for use on merchant ships; hours of work and rest periods in road transport; statistics for year-book of labour statistics; labour problems in agriculture; wages and normal hours of work in principal cities; action against unemployment; action taken on resolutions of the Building, Civil Engineering and Public Works Committee; action taken on resolutions of the Coal Mines Committee; position concerning certain unratified conventions and recommendations; working of Convention No. 26; labour statistics in the iron and steel industry; seasonal unemployment in the construction industry; hours of work in coal mines; productivity in coal mines; annual reports on ratified conventions; holidays with pay in agriculture; minimum wage-fixing machinery in agriculture; Convention No. 3 concerning enployment of women before and after childbirth; facilities for finding employment for seamen; industrial relations, including collective agreements and voluntary conciliation and arbitration; equal remuneration for men and women for work of equal value; social security objectives and minimum standards; vocabulary of terms used in the petroleum industry; systems of payment by results; general development in inland transport; co-ordination of inland transport; annual survey on retail prices, hourly wages and normal hours of work; employment situation in Canada.

The International Labour Office has, as part of its manpower program, begun the issuance of a series of handbooks to serve as guides in the development and improvement of employment services throughout the world. The National Employment Service of Canada was asked to prepare the first report in this series, which has been published by the I.L.O. under the title "National Employment Service, Canada". After a general introduction and an account of the administrative organization of the Service, the handbook describes in detail the functions, program and procedure of Canada's National Employment Service.

The services of Dr. E. P. Laberge, Director of Technical Services, Unemployment Insurance Commission, have been loaned to the International Labour Office for one year, in order that he may serve with the I.L.O. Field Mission in Italy in the re-organization of the Italian employment service organization. Brigadier Jonn Lyon, Assistant Director of the Canadian Vocational Training Branch, Department of Labour, is also on leave for one year to act as expert adviser to the International Labour Office on vocational training.

In these and other ways, Canada is fulfilling its obligations as one of the leading industrial member states of the International Labour Organization.

XVII.—REPORT OF THE DIRECTOR OF CANADIAN VOCATIONAL TRAINING

OTTAWA, May 12, 1951.

HONOURABLE MILTON F. GREGG, V.C.,
MINISTER OF LABOUR,
Ottawa, Ontario.

SIR,—Clause 11 of the Vocational Training Co-ordination Act, 1942, provides that an Annual Report shall be prepared on the administration of the Act, and that such report shall be tabled in Parliament within sixty days after the termination of each fiscal year, if Parliament is then sitting.

I have the honour to transmit the report of the Director of Training, for the fiscal year ended March 31, 1951.

Respectfully submitted,

ARTHUR MACNAMARA,
Deputy Minister.

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A. MacNamara, C.M.G., LL.D.,
Deputy Minister of Labour

Sir,—The undersigned begs to report on the activities of the Training Branch for the fiscal year ended March 31, 1951. This Branch has been responsible for the administration of those joint Federal-Provincial training programmes known as "Canadian Vocational Training", and authorized by the Vocational Training Co-ordination Act, 1942, to be carried on by agreement between the Provincial Governments and the Federal Minister of Labour.

The Agreements under administration were as follows:—

1. Apprenticeship—In operation in all provinces, except Newfoundland, Prince Edward Island and Quebec, for a ten-year period terminating March 31, 1954.

2. Vocational Training—In operation in all provinces for a three-year period terminating March 31, 1953, and comprising the following projects:
(*a*) Youth Training and Student Aid
(*b*) Supervisory Training
(*c*) Veterans Rehabilitation Training
(*d*) Unemployed Workers' Training
(*e*) Training for Personnel of Armed Forces

3. Vocational Schools' Assistance—In operation with all provinces for a ten-year period terminating March 31, 1955.

4. Vocational Correspondence Courses—In operation with all provinces, except Newfoundland and Prince Edward Island, for a five-year period terminating March 31, 1955.

From the inauguration of Federal-Provincial training on April 1, 1937 up to March 31, 1951, the gross enrolment in all projects has been over 961,000 and the approximate Federal payments have been $75,250,000.

GROSS ENROLMENT—FISCAL YEAR 1950-51

Youth Training	3,240	Armed Forces	439
Student Aid	2,591	Unemployed Workers	1,505
Supervisory	8,243	Apprentices	5,801
Veterans Rehabilitation	256	Total	22,075

The above totals do not include students enrolled in the regular Provincial and Municipal Vocational Schools which received Federal Assistance under the Vocational Schools' Assistance Agreement and who totalled approximately 157,000 in the day and evening classes.

The appropriations administered by the Training Branch in the fiscal year 1950-51 were:—

Youth Training and Student Aid	$ 410,000
Supervisory	8,000
Veterans Rehabilitation	50,000
Armed Forces Personnel	60,000
Unemployed Workers	350,000
Apprentices	480,000
Vocational Schools' Assistance—Annual	2,000,000
Vocational Schools' Assistance—Capital	2,250,000
Vocational Correspondence Courses	25,000
Administration and Advisory Council	37,920
Total	$5,670,920

The total appropriations given above for each project do not correspond with the total allotments for these projects to all provinces as shown in the tables at the end of this report. The reason for this is that certain sums of each appropriation had to be retained in the Head Office to meet commitments incurred in the previous fiscal years, but for which claims were not received in time to be charged against the previous year's appropriation, and which consequently had to be charged to the allotment for 1950-51. The previous year's commitments amounted to $6,053.12 under the Apprentice Agreement, and $8,743.48 under the Vocational Training Agreement.

GENERAL ADMINISTRATION

Agreements and Schedules

The renewed Vocational Training Agreement came into operation on April 1, 1950, and has been signed by all provinces. The new Agreement on Vocational Correspondence Courses became effective on the same date.

As in previous years, approved costs for the training of veterans and personnel of the armed forces were paid entirely by the Federal Government, while expenditures for other programmes were shared equally between the Provincial and Federal Governments.

The rehabilitation training of veterans under Schedule "L" of the Vocational Training Agreement, terminated, as far as Canadian Vocational Training was concerned, on August 31. After that date, the Department of Veterans Affairs assumed the payment of tuition fees for the few remaining veterans, about twenty in all, still attending Provincial schools. From April 1, 1950 to August 31, training was given to 256 veterans, most of them in the short part-time classes designed to assist those men under the Veterans Land Act who were building their own homes. In the same period, 376 veterans completed courses and 130 discontinued. The Federal allotments and payments under this Schedule are shown in Table 3.

Staff

The Head Office staff was reduced from eight on April 1, 1950, to six at the end of November, when J. E. Lyon, the Assistant Director, left to assume duties with the I.L.O. in Geneva, on leave of absence from the Department of Labour. There were no changes in the Regional Directors. The actual expenditures for Head Office administration and the meetings of the Advisory Council for 1950-51 were $32,098.03, as compared with $38,701.99 for the previous fiscal year, and $77,014.61 for 1946-47 which marked the high period for such expenditures.

Close and continuous contact was maintained with Provincial authorities in the fields of apprenticeship and vocational education. In the course of the year, several visits were made to each province by one or more members of the Head Office staff, and numerous provincial and municipal vocational schools were also visited. Following requests, the assistance of Mr. C. R. Ford, Supervisor of Technical Training, was made available for teacher training programmes, or for collaboration in drawing up courses of study in Saskatchewan, Manitoba, Nova Scotia, Prince Edward Island, Newfoundland, and the Penitentiaries Branch of the Department of Justice. Members of the Head Office staff, as well as some Regional Directors, participated in the First Conference on the Rehabilitation of Handicapped Persons held in Toronto in February. Several studies were made of some aspects of vocational education, and the results distributed to Provincial officials.

Advisory Council

The term of office of six members expired on November 30th, and of these, Messrs. Anderson, Dowd, Ford, and Seeley were reappointed for a further term of three years; W. A. Ross, Regional Director in Saskatchewan, replaced Miss

Marion M. Graham, and J. W. McNutt, Director of Vocational Education in New Brunswick and Regional Director for that Province, replaced Dr. L. W. Shaw.

The Council held two meetings, in May and October. On the invitation of the Minister of Youth and Social Welfare of Quebec, the latter meeting was held in Montreal for the first day, and the Members of the Council were given the opportunity of visiting the Provincial vocational schools in the City. They were guests of the Province at a luncheon at the Central Arts and Crafts School, and were also tendered a reception by His Worship Camillien Houde, Mayor of the City of Montreal. Special study was given to apprenticeship at the October meeting of the Council which was attended by Provincial Directors of Apprenticeship and several Provincial Deputy Ministers of Labour. Dr. G. Fred McNally, Chairman of the Advisory Council, acted as Chairman at the sectional meeting for vocational guidance, training and placements, at the conference for the rehabilitation of handicapped.

YOUTH TRAINING

There was little change from the previous year in either the extent of Youth Training or the nature of the projects carried on under Division "C" of the Vocational Training Agreement. This division was in effect in all provinces, but in Ontario and Newfoundland it was confined solely to assistance to students at a university. This marked the first year of Newfoundland's participation in this type of training. Table 1 gives allotments and payments made.

Those eligible for Youth Training projects were young people between the ages of 16 and 30, who had not been previously gainfully employed, but it did include those in that age group living and working on their own farms, fishermen, nurses-in-training at hospitals, and students at university. The costs of all approved projects were shared equally between the provinces and the Federal Government. The majority of the courses given were for rural young people, either men or women, in general or specialized agricultural subjects and in rural homemaking and handcrafts. The numbers enrolled are given in Table No. 2. The following list shows for each province the types of classes and the number of each operated in the period covered by this report:—

Prince Edward Island
Women.....Homecraft and Handcrafts
Men.....Farm Mechanics, Agriculture

Nova Scotia
Men and Women..Egg Grading, Canning—85 groups
Men.....Agriculture (4), Navigation (3), Marine Engines (3)

New Brunswick
Women.....Homecraft and Handcrafts (3)
Men.....Agriculture and Farm Mechanics (6), Radio (1)

Quebec
Women.....Homecraft (10), Rug making
Men and Women..Rural Leadership, Poultry (4)

Manitoba
Women.....Homecraft and Handcrafts (3)
Men.....Agriculture and Farm Mechanics (7)

Saskatchewan
Women.....Homecraft and Handcrafts (11)
Men.....Agriculture (12), Farm Mechanics (3)

Alberta
Women.....Commercial (1), Confectionery (1), Nurses' Aides (4)
Men.....Dairy (1), Commercial (1), Machine Shop (1), Cabinetmaking (1), Watch Repair (1)

British Columbia
Women.....Power Sewing Machine (4)
Men and Women..Agriculture, Farm Mechanics and Homecraft (1)
Men.....Motor Mechanics (2), Diesel Engines (2)

Student Aid

Once again, assistance to students was the main feature of Youth Training. It was carried on under a separate sub-schedule which was practically identical in all provinces, and with no changes in the Regulations from previous years. It was optional with each province whether the assistance should be given as an outright grant, a loan, or as a combination of both. In Newfoundland, Ontario and British Columbia, all assistance took the form of outright grants; in Nova Scotia, New Brunswick and Manitoba, it was restricted to loans without interest; in the other provinces, both loans and outright grants were made.

In Quebec and each of the four western provinces, a special section of the sub-schedule provided for financial assistance to nurses-in-training at approved hospitals. The numbers assisted in each of the western provinces under this section were comparatively small, but in Quebec benefits were extended to several hundred nurses-in-training.

The Federal and Provincial Governments shared equally in the disbursements of both grants and loans made under this sub-schedule, but in several of the provinces, particularly British Columbia, Saskatchewan, Ontario and Quebec, substantial additional assistance was provided solely from provincial funds.

In the course of the year approximately $273,475 was given in grants and $194,165 in loans, of which amounts the Federal Government paid fifty per cent. The number of students receiving assistance was 1,834 men, and 757 women (including nurses). The university students were distributed among the following faculties:—Medicine 502, Dentistry 72, Applied Science and Engineering 358, Arts and Science 704, Law 67, Education 95, Agriculture 59, Commerce 70, Pharmacy 62, and Miscellaneous.

Approximate Federal disbursements and the number of students helped in each province were:—

Province	Number of Students	Grants	Loans
		$ cts.	$ cts.
Newfoundland	38	6,375 00	.....
Prince Edward Island	51	1,400 00	3,350 00
Nova Scotia	76	.....	9,728 00
New Brunswick	114	.....	13,856 25
Quebec	1,019	37,000 00	37,000 00
Ontario	488	60,000 00	.....
Manitoba	64	.....	5,419 00
Saskatchewan	153	1,437 50	18,500 00
Alberta	151	5,126 50	9,229 00
British Columbia	437	25,362 50	.....

Special Federal Student Aid

As pointed out in previous annual reports, during the war years assistance was provided solely at Federal expense to certain categories of students at Canadian universities. Since March 31st, 1946, no new disbursements have been made, but the collection of outstanding loans has been followed up with participating universities. In the period covered by this report, repayments have been received as follows:—

Principal.....$12,594.17
Interest.....$ 859.97

The gross total of repayments to date has been $172,685.03 Principal, $7,438.13 Interest, leaving the amount of loans outstanding as of March 31st, 1951 at $71,960.07.

SUPERVISORY TRAINING

This was carried on under Division "E" of the Vocational Training Agreement, but, as in the past year, was operated only in the Province of Quebec. Streamlined short courses were given to industrial supervisors and foremen in "Job Instruction", "Job Methods", "Job Relations", and "Job Safety". The total number enrolled from April 1st, 1950 to March 31st, 1951 was 8,243, and the total amount of claims paid to the Province was $7,780.23, out of a total allotment of $8,000.

Although there is no provision in other provinces under any official schedule for this type of training, correspondence received in the Training Branch indicates that many industries are continuing the "J" units of instruction under their own auspices and at their own expense.

TRAINING FOR ARMED FORCES

The increase in personnel of the Armed Forces to be given training, anticipated a year ago, failed to materialize. As in the previous year, the Army was the only Branch of the Forces that requested training and the classes were confined to Vehicle Mechanics and English for French-speaking recruits. The training was given at the New Brunswick Technical Institute, Moncton, Three Rivers Technical School, Manitoba Technical Institute, Winnipeg, and the Canadian Vocational Training Centre at Saskatoon. The total number of Army personnel given training was only 439 as compared with 656 in the previous year.

Early in 1951, the Army intimated that they would like to close out the training at Saskatoon because of difficulties of administration on account of the fact that there was no barrack accommodation in that city. Arrangements accordingly were made to terminate the training at Saskatoon when the present group completes its course about the end of March. After that date, this training will be carried on at the C.V.T. Centre in Calgary where the Army have barrack accommodation.

In March, conferences were held with officers from headquarters of the Navy and the R.C.A.F. with regard to certain types of training that they might require in the future. Information was supplied as to the number and location of different vocational shops that could be made available. Up to the end of March, however, the only definite request for additional training was for classes in English for French-speaking recruits for the R.C.A.F. It is anticipated that these classes will open in the late Spring in some of the Ontario Secondary Schools.

Negotiations were carried on with the different Provincial Governments concerning training facilities that might be required for industrial workers needed in essential industries, and with a view to obtaining Provincial co-operation, if such training should have to be established. Assurance was received from all provinces of their fullest co-operation in any such training on a similar basis to that carried on from 1940 to 1945. Up to the end of March, however, no definite policy had been determined and, consequently, no special classes had been commenced. Table 4 gives the allotments, payments and enrolments.

TRAINING OF UNEMPLOYED WORKERS

Those eligible to participate in the training of unemployed workers under Schedule "M" were persons of either sex, over 16 years of age, who had been gainfully employed, but who at the time of their application, were out of work and for whom there was good prospect of employment if they could be given the necessary vocational training. Preference in selection was given to those over 18 years of age, and the offices of the National Employment Service co-operated fully in the selection of the trainees and their subsequent placement.

As in previous years, the approved costs were shared equally between Federal and Provincial Governments. Any trainees eligible for Unemployment Insurance Benefit received the same during the course of their training. Provision also was made for the payment of training allowances to those enrolled in the classes in the provinces of Nova Scotia, New Brunswick, Saskatchewan and Alberta. If the scale of allowance authorized was in excess of the Unemployment Insurance Benefit, the difference was paid the trainee and the costs were shared between the Provincial and Federal Governments. The allowances were paid on a daily basis with six days' allowance constituting a full week. The daily scale authorized was as follows:

Province	Single Trainees		Heads of Families	
	Living at Home	Living Away From Home	Living at Home	Living Away From Home
	$ cts.	$ cts.	$ cts.	$ cts.
Nova Scotia	1 50	2 25	3 00	3 75
New Brunswick	1 00	2 00	2 65	3 50
Saskatchewan	1 15	1 50	2 15	3 00
Alberta	1 40	1 75	2 40	3 25

In accordance with the wishes of the province, no allowances were paid to trainees in Quebec, Manitoba and British Columbia.

Types of Training Given

In order to meet requests from Nova Scotia industries, classes were opened in Halifax in the beginning of February to train Machine Tool Operators. No classes were established in Newfoundland, Prince Edward Island and Ontario as, in the opinion of the Provincial authorities, there was no demand for this type of training. Elsewhere, classes for the following occupations were held either continuously, or at some time during the fiscal year:

Nova Scotia
- Men.....Auto body, barbering, diesels, machine shop, service station attendants, shoe repair, upholstering, woodworking, welding.
- Men and Women..Cooking ,commercial.
- Women.....Dressmaking, waitress.

New Brunswick
- Men.....Barbering, blacksmith, cabinet-making, machine shop, shoe repair, upholstering, welding.
- Women.....Dressmaking, nurses' aides, handcrafts.

Quebec
- Men.....Body and fender, bricklaying, electricity, foundry, machine shop, motor mechanics, photography, plastering, plumbing, radio, refrigeration, sheet metal, watch repair, welding, woodworking.
- Men and Women..Hairdressing.

Manitoba
- Men.....Blacksmiths, cabinet-making, cooking, drafting, diesels, machine shop, radio, upholstering, welding, watch repair.
- Men and Women..Commercial.
- Women.....Hairdressing, dressmaking, power sewing, business machines.

Saskatchewan
- Men.....Cabinet-making.
- Men and Women..Commercial.
- Women.....Dressmaking, nurses' aides, power sewing.

Alberta
- Men.....Barbering, cabinet-making, drafting, machine shop, radio, shoe repair, watch repair, welding.
- Men and Women..Commercial, commercial art.
- Women.....Hairdressing, nurses' aides, X-ray technicians.

British Columbia
- Men.....Power chain saw.
- Women.. .....Power sewing.

Training of Handicapped Persons

The facilities under Schedule "M" for Training of Unemployed Persons were used to an increasing extent to provide rehabilitation training to both men and women suffering from physical disabilities and handicaps. They were not segregated, but were admitted to the regular classes with such modifications of chairs, work benches and equipment as the nature of the individual's handicap rendered desirable. Unfortunately, separate and detailed records were not kept in all cases, but during the year, 197 received training, representing approximately 11 per cent of the total enrolment under Schedule "M": 58 in Alberta, 4 in Saskatchewan, 12 in Manitoba, 28 in New Brunswick, and 95 in Nova Scotia. Of this number, only 7 had to discontinue their training for medical reasons. About 50 were still under training on March 31, 1951; about 25 were reported as having completed training, but not employed, and all the others, so far as known, were satisfactorily at work.

The details as to what courses were followed were tabulated only for Saskatchewan, Nova Scotia and New Brunswick, with 17 in barbering, 33 in commercial and business courses, 6 in dressmaking, 28 in shoe repair, 17 in upholstery, 6 in woodworking and 20 in seven other occupations. There were 63 former tuberculosis patients in Nova Scotia, New Brunswick and Alberta and and six disabilities of sight and six of hearing in New Brunswick and Alberta. Referrals for training came from the Handicap Section of the National Employment Service, the Tuberculosis Associations, the Hard-of-Hearing Associations, Workmen's Compensation Boards, and from individual applications.

In Nova Scotia, New Brunswick and Alberta, all ex-tuberculosis cases were certified by the Tuberculosis Association as to the type of training recommended and furnished with a medical certificate. In Nova Scotia, all other cases of disability, before entering training, were required to furnish a doctor's certificate. Arrangements have been made for emphasizing the training of handicapped persons in 1951-52, and more detailed records will be kept. If and when the recommendations of the Toronto Conference on the Rehabilitation of the Handicapped are implemented, it is hoped that prosthetic appliances may be available and also that a more adequate system of pre-training medical care and examination inaugurated. It is of cardinal importance not only that the training and subsequent employment should not increase the individual's handicap, but that they should be well within the capacity of the individual's ability and without increasing the hazards to him. Table 5 at the end of the report shows Federal allotments and payments. Table 6 gives the number of trainees enrolled.

APPRENTICE TRAINING

General Administration

As the year progressed, it was found necessary to make some adjustments in the allotment of Federal funds originally made to the different provinces to help meet the costs of an expanding apprentice training programme. A conference on Apprenticeship was held in Ottawa early in November following the meeting of the Advisory Council. It was attended by members of the Council, Regional Directors, several Provincial Deputy Ministers of Labour, and the Directors of Apprenticeship from all provinces except British Columbia. The conference proved most helpful, particularly as a clearing-house for information. As a result of recommendations made by the conference, an amendment was authorized to the Apprenticeship Agreement providing for an increase from $8 to $12 in the per diem allowance to members of trade committees. This amendment has been accepted by all provinces, except Manitoba.

A new Apprenticeship Act came into force in Saskatchewan early in 1951, and included apprenticeship as well as the qualification of tradesmen. Major amendments were made to the regulations. It is yet too early to know whether the changes made will promote sound apprentice training in Saskatchewan. In other provinces, only minor amendments were made to the regulations and some deletions from the lists of designated trades.

Supply of Apprentices

During the rehabilitation training of veterans, the number of apprentices registered in the seven provinces with which there was an Apprenticeship Agreement reached the high point of 11,902 on March 31, 1948. After that date, there was a steady and continuous decline to 10,141 on June 30, 1950, which marked the low point in registrations. Since then, it is gratifying to note that there has been a reversal in the trend and a small, but steady, increase up to a total enrolment of 10,850 on March 31, 1951. There has been a most notable increase in the province of Alberta, also small gains in the other provinces with the exception of Ontario where there has been practically no change.

The Training Branch endeavoured to find out the number of journeymen in each of the building trades in each of the provinces. The object of this was to determine whether or not the number of apprentices registered in each of these trades represented anything approaching the ratio authorized as between apprentices and journeymen. It was found impossible to obtain accurate information from the majority of the provinces, although several possible sources of information were thoroughly canvassed. So far as could be ascertained from the incomplete data available, the results revealed that the shortage of apprentices is most marked in the trades of bricklaying, carpentry, painting and plastering, while on the other hand, the supply of apprentices in electricians, plumbers and sheet metal workers appears to be fairly well up to the ratio authorized in the different provinces.

Although not directly connected with Apprenticeship, it is interesting to note that in the Fall of 1950, the Department of Education in Ontario started, as an experiment, a number of two-year terminal trade courses in several of the vocational schools in Toronto and Hamilton. The objective is two-fold, first, to provide an attractive form of vocational education for the large number of boys whose inclination was more towards practical training and who, for lack of an opportunity to obtain it, dropped out of the regular school program, and second, to provide for the future an adequate number of boys who could enter their period of apprenticeship with a fairly good basic and practical knowledge of the trade. The result of this experiment will be watched with interest.

Class Training and Supervision

The year showed a continuance of the recent trend to lay greater stress on class training, whether full-time or part-time. In the light of experience, most provinces made certain adjustments in the length of the training given to apprentices in the different years of their apprenticeship. There is still need of a more systematic syllabus in the full-time classes in some centres, and in others the instructor has a difficult problem because his class consists of trainees in each of the four years of apprenticeship. This latter situation is usually in those provinces and trades where the total number of apprentices registered is small. Pre-employment classes were carried on in Nova Scotia, New Brunswick, Manitoba and Alberta where they were called basic apprentice classes. Pre-employment classes were also started in a small way in Saskatchewan early in 1951. As a rule, the period of training is about six months, at the end of which the apprentices are trade-tested and are given credit on their apprentice time

according to the results of the individual trade tests. In this manner, they possess a fair degree of skill when they commence work with an employer and consequently qualify for a higher rate of pay. Correspondence courses for apprentices living in smaller centres of population and rural areas were used in British Columbia, New Brunswick and Nova Scotia.

One factor in determining the efficiency of apprentice training is the percentage of registered apprentices who actually participated in class training during the year. The percentages for each province were as follows:

Province	Percentage of Attendance 1949–50	Percentage of Attendance 1950–51
Nova Scotia	.....	92·0
New Brunswick	96·0	95·0
Ontario	19·2	23·7
Manitoba	66·0	73·3
Saskatchewan	24·5	37·0
Alberta	76·9	75·0
British Columbia	89·6	88·5
Average for all provinces	48·0	54·0

It should be noted that in British Columbia all the training given was part-time, evening classes, whereas in Ontario, the training period for those apprentices that did attend class was eight weeks in full-time classes. In Nova Scotia and New Brunswick, use was made both of full-time and part-time class instruction.

In the matter of field supervision, further progress has been made in checking the attainments of the apprentices on the job with their employers, but in some provinces, there is still not adequate provision for a final trade test to establish the competency of the apprentice before granting a journeyman's certificate. In other words, the journeyman's certificate is either given solely on the basis of employers' reports, or as a matter of course following the lapse of the prescribed period of time. Table 7 at the end of the report gives details with regard to allotments, claims paid, and class enrolment of apprentices. Table 8 shows the number of apprentices registered by provinces and trades on March 31, 1951.

ASSISTANCE TO VOCATIONAL SCHOOLS

Terms of Agreement

1950-51 marked the sixth year of operation for the Vocational Schools' Assistance Agreement which terminates March 31, 1955. It was designed to assist the provinces in building, equipping and operating vocational schools on secondary school level by means of the following Federal contributions:—

(*a*) An annual grant of $10,000 to each province;

(*b*) An annual contribution of $1,965,800 distributed among the provinces in proportion to the provincial population in the 15-19 age group;

(*c*) A special allotment of $10,292,250 for capital expenditures on buildings and equipment distributed on the same basis as (*b*) above. Federal contributions for both (*b*) and (*c*) had to be matched by Provincial Government expenditures of like amount.

The annual grants may be used to match provincial expenditures for vocational administrative and supervisory staff, vocational guidance, teachers' salaries, teacher training, maintenance and repair of vocational equipment, expendable or capital equipment, buildings, materials and supplies, and bursaries to vocational students.

Capital Allotment

Building and equipment projects to be eligible for Federal contribution under the capital allotment must bave been approved prior to March 31, 1948 and expenditures must be made before March 31, 1952.

Due to constantly increasing building costs, the Federal and Provincial contributions to a number of projects in Saskatchewan have been increased, with each increase being charged against either the annual or capital allotments. In Ontario, it was found that a number of building projects approved before March 31, 1948, could not be proceeded with at this time, whereas new projects had developed for which no Federal contribution had been approved. On September 26, 1950, P.C. 84/4633 authorized Ontario to cancel certain building and equipment projects not being proceeded with and substitute new projects up to an amount not in excess of the amount of projects cancelled.

One hundred and thirteen building projects in nine provinces have been approved for Federal contribution up to March 31, 1951, of which 78 have been completed and are in operation, 16 are under construction, 7 have been cancelled and 12 have not been proceeded with. Notwithstanding the high cost of building, 14 schools were completed during the year, including Halifax County Vocational High School; Yarmouth Vocational High School; Chicoutimi Arts and Trade School; Les Grandes Bergeronnes Arts and Trade School; Vocational Wing at Delta High School, Hamilton; Fisher Park Composite High School, Ottawa; Kirkland Lake Vocational School; Vocational Schools at Maple Creek, Meadow Lake, Eastend and Wynyard; Vocational Wings at Rosetown, Weyburn and Saskatoon.

Satisfactory progress was made with the Winnipeg Vocational High School, where two shops were opened in January 1951. It is expected the school will be in full operation in September 1951.

In Prince Edward Island, New Brunswick, Alberta and British Columbia, the full amount of the capital allotment for buildings has been expended. The major portion of the capital allotment for equipment has been expended in British Columbia, Alberta and Quebec, whereas a very small portion has been claimed from Prince Edward Island, Nova Scotia, Ontario and Manitoba. Table 9 gives the capital allotments to each province, the amounts spent during the year 1950-51, and payments made in previous years.

Annual Allotment

A greater portion of this fund was used than in any previous year. All provinces, except Newfoundland, claimed their full allotment. Saskatchewan, Quebec and Nova Scotia used a substantial part of it for capital expenditures, but elsewhere it was used entirely for operating costs which include provincial administration and supervision, vocational teachers' salaries, materials and supplies, and expendable equipment. Vocational teacher training programs in British Columbia, New Brunswick and Manitoba received assistance under this allotment. In British Columbia, Saskatchewan, Ontario, Quebec, New Brunswick and Nova Scotia, a portion of the fund was used to provide bursaries for vocational school students, thus enabling students of ability and limited financial resources to attend schools which were at a distance from their homes.

The following table gives the purpose for which the annual allotment was used in each province in terms of a percentage of the total amount claimed during the five-year period April 1, 1945 to March 31, 1950—

Province	Maintenance or Operation	Administration	Buildings	Equipment	Bursaries
British Columbia	85	12·0	3·0	.....	.....
Alberta	95	1·0	0·5	3·5	.....
Saskatchewan	53	7·7	35·0	4·3	.....
Manitoba	72	4·0	18·0	2·5	3·5
Ontario	100	.....	.....	.....	.....
Quebec	54	2·0	25·0	8·0	11·0
New Brunswick	86	2·0	5·0	.....	7·0
Nova Scotia	50	15·0	23·0	12·0	.....
Prince Edward Island	24	1·7	74·0	0·3	.....
Newfoundland	100 (one year only)	.....	.....	.....	.....

At March 31, 1950, Quebec and Ontario had claimed the full amount of their annual allotment, British Columbia 94%, Alberta 92·5%, Saskatchewan 58%, Manitoba 25%, New Brunswick 98%, Nova Scotia 44%, Prince Edward Island 93%, Newfoundland 45%. Table 10 shows the annual allotment to each province, the amount spent during the year under review, payments made in previous years and total expenditures up to 30th April, 1951.

Enrolments in vocational schools are increasing each year, and although it is very difficult to get comparable figures from the provinces, the enrolments during 1949-50 were approximately 66,000 in day classes, and 91,000 in evening classes, making a total of 157,000 in Industrial, Commercial, Agricultural, Home Economics and Personal Service fields. This represents an increase of 26 per cent over the enrolment reported in 1947-48. These enrolments do not include any apprentice, unemployed civilian, or Youth Training enrolments given elsewhere in this report.

Vocational training was introduced in 15 new centres and schools during the year—2 in Nova Scotia, 3 in New Brunswick, 2 in Ontario, 1 in Manitoba, 4 in Saskatchewan and 3 in British Columbia.

Newfoundland

The Vocational School in St. John's has been in operation since the completion of rehabilitation of veterans training, with day classes of six months' duration in diesel, automotives, woodworking and carpentry, electricity and bricklaying. Facilities are available for plumbing and refrigeration, although no day classes are in operation in these fields. Evening classes are offered in all of the above-mentioned fields and also in machine shop practice and boat building. The day classes are for out-of-school youths and are approximately equivalent to pre-employment apprentice classes or regular classes in trades training schools in the other provinces. Evening classes are chiefly for up-grading industrial workers.

Plans are under consideration for a new vocational school which will be integrated with the regular school system of the province. This school will make provision for vocational education at secondary school level, trades training on a pre-employment basis, and part-time upgrading training of industrial workers and apprentices.

Vocational Programs

Considerable attention is being given to the programs offered in vocational schools. The vocational aspect is being evaluated in terms of its effectiveness in preparing for entry into occupations. A closer relationship is developing between the apprentice training programs and the industrial programs of the vocational schools. The industrial and technical school courses are being evaluated in terms of advance credits on apprenticeship contracts, with such credits varying from six months to one and a half years, or in some cases apprentice periods are reduced by the number of hours actually spent in shop and related subjects.

To provide courses better suited to the needs of students who normally leave before completing high school, Ontario has organized a number of two-year terminal courses. These are planned to terminate at the end of Grade X and give the students pre-employment training which will prepare them for entry into specified occupations.

Vocational Agriculture is being introduced into the program of an increasing number of high schools. At present, 93 composite high schools offer agriculture as a vocational course in which a minimum of 50 per cent of the student's time is devoted to a study of agriculture, farm mechanics and related subjects.

Rimouski

The disastrous fire which burned the City of Rimouski early in 1950 destroyed the Marine School and seriously damaged the Technical School. To replace the vocational facilities at this centre, an agreement was concluded between the Dominion Government and the Government of the Province of Quebec, whereby each Government would share equally in the cost of rebuilding the Marine School, and also in the cost of rebuilding and equipping the Technical School. The net costs were established by the Theriault-Laurent Commission as slightly less than $660,000. The Federal share was provided by a special supplementary estimate entirely separate from moneys appropriated under the Vocational Schools' Assistance Agreement. At the end of the fiscal year, claims amounting to $264,461.67 had been paid, leaving $65,418.69 as an undischarged commitment to be paid in 1951-52.

VOCATIONAL CORRESPONDENCE COURSES

Federal-Provincial Agreement

As announced in the last Annual Report, the Minister of Labour was authorized to enter into an agreement with any province providing for a Federal refund of 50 per cent of the cost of preparing any new vocational correspondence course, or of revising an existing one, which had been recommended by a Committee of Representatives of the Provincial Departments of Education and approved by the Federal Minister of Labour; on the condition that the province would make available any such course to non-residents of the province at the same price as charged to provincial residents. As several provinces (Nova Scotia, Quebec, Alberta and British Columbia) had, in previous years, prepared a number of courses solely at provincial expense, the Minister of Labour agreed to make a compensatory payment, in an amount mutually agreed upon, for any of these courses sold to a non-resident of the province that prepared them. This agreement was effective for a period of five years from April 1, 1950, with a maximum contribution of $125,000, of which $25,000 was made available for 1950-51. It has been signed by British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick and Nova Scotia. As it was

recognized that Newfoundland and Prince Edward Island had not the means of preparing vocational correspondence courses, the other provinces expressed a willingness to extend the benefits of the agreement to residents of Prince Edward Island and Newfoundland. The Department of Youth and Social Welfare in Quebec undertook to make available to any French-speaking persons in any province, any of the courses it had prepared in French, in return for other provinces making available to any English-speaking persons in Quebec any of their courses prepared in English.

Preparation of Courses

Following the meeting of the Advisory Council in November, the Inter-Provincial Committee on Vocational Correspondence Courses met for two days. It was agreed to leave to each Provincial Department of Education the procedure it wished followed in selling and servicing any of its own courses to non-residents of the province. These procedures have been forwarded to the Training Branch by British Columbia, Manitoba, Ontario, Quebec and Nova Scotia, and sent to all provinces. In each case a student would apply first of all to his own Department of Education. There has been a wide variation in the price charged per lesson for different provinces. The Committee felt that a more uniform scale would be desirable and the Training Branch has followed up this suggestion with some measure of success. Fifty cents per lesson has been fixed as the price in some provinces.

The progress in preparing new courses has been disappointingly slow, because, in nearly all cases, the writing of the course was not the main or sole responsibility of the author, but was being done in his spare time and in addition to his regular duties. Nova Scotia, Alberta and British Columbia are in the process of revising and bringing up to date courses prepared some years ago. The following new courses are in preparation and are expected to be completed prior to October 1, 1951:—

Nova Scotia	Wooden Boat Building
New Brunswick	Auto Body and Fender Repair
Ontario	Machine Shop, Carpentry, Motor Mechanics, Advanced Radio and Electronics
Manitoba	Electricity
Saskatchewan	Farm Mechanics, Welding
Alberta	Sheet Metal
British Columbia	Mechanical Drawing II, Dressmaking

During the year, Quebec completed courses in welding, painting, business practice, industrial drawing, and has 27 others in preparation.

The objective of this phase of Federal-Provincial Vocational Training is to make available to Canadian citizens, authoritative, up-to-date correspondence courses, drawn up to suit Canadian conditions and at a fraction of the price charged by commercial organizations. In order to ensure adequate coverage of each subject, a complete trade analysis or breakdown was drawn up and sent to all provinces for comment prior to the beginning of the actual writing of the course. As of March 31, 1951, British Columbia had 34 courses available, Alberta 9, Quebec 20, Nova Scotia 24. Exploratory work has been carried on concerning preparation of courses in bricklaying, plastering, refrigeration.

At the request of the Inter-Provincial Committee, the Training Branch agreed to prepare and print a descriptive catalogue of the available vocational correspondence courses, with information as to prices, content of course, and procedure in making application. It is hoped this will be available for distribution in the Fall of 1951.

Up to March 31, 1951, the following claims have been paid for the preparation of correspondence courses:—

British Columbia	$ 426.35
Quebec	$2,160.10

CONCLUSION

As the different types of training had become stabilized from the previous years of experience, there was little change during the period under review either in general administrative policy or in the various training schedules and projects. The year was marked by a continuation of the same cordial co-operation by the Provincial Governments that had been shown in the past.

All of which is respectfully submitted,

R. F. THOMPSON
Director of Training.

APPENDIX 1—VOCATIONAL TRAINING ADVISORY COUNCIL

Dr. G. Fred McNally, Chancellor of University of Alberta, Edmonton, (Chairman)

T. D. Anderson, General Secretary, Canadian Legion, B.E.S.L., Ottawa.

L. S. Beattie, Director of Vocational Education, Department of Education, Toronto.

G. G. Cushing, Secretary-Treasurer, Trades and Labour Congress, Ottawa.

N. S. Dowd, Executive Secretary, Canadian Congress of Labour, Ottawa.

Dr. F. T. Fairey, Deputy Minister of Education, Victoria.

E. K. Ford, Director of Vocational Education, Department of Education, Halifax.

E. V. Gage, President, Byers Construction Company, Montreal.

H. G. Gonthier, President, Canadian Legion, B.E.S.L., St. Lambert.

A. Lacombe, Director, Canadian and Catholic Confederation of Labour, Hull.

N. C. MacKay, Director of Extension, Department of Agriculture, Winnipeg.

J. W. McNutt, Director of Vocational Education, Department of Education, Fredericton.

Mrs. (Dr.) R. J. Marshall, President, National Council of Women, Agincourt.

G. Poisson, Deputy Minister, Department of Youth and Social Welfare, Quebec.

W. A. Ross, Regional Director, Department of Education, Regina.

C. B. C. Scott, General Personnel Manager, Massey-Harris Company, Toronto.

W. H. C. Seeley, Personnel Manager, Toronto Transportation Commission, Toronto.

APPENDIX 2—REGIONAL DIRECTORS, CANADIAN VOCATIONAL TRAINING

P.E.I.—Dr. L. W. Shaw, Department of Education, Charlottetown.

N.S. —R. H. MacCuish, Department of Labour, Halifax.

N.B. —J. W. McNutt, Department of Education, Fredericton.

Ont. —H. H. Kerr, Department of Education, 50 Gould Street, Toronto.

Sask. —W. A. Ross, Department of Education, Regina.

Alta. —J. H. Ross, Department of Education, 1315—16 Ave. N.W., Calgary.

No Regional Directors in the other provinces.

TABLE I.—YOUTH TRAINING (INCLUDING STUDENT AID)—ALLOTMENTS AND PAYMENTS FISCAL YEAR ENDED MARCH 31, 1951

Province	Federal Allotments	Claims Paid Up to April 30, 1951		
		For Previous Years	For 1950–51	Total Payments
	$	$ cts.	$ cts.	$ cts.
Newfoundland	20,000	.....	6,375 00	6,375 00
Prince Edward Island	8,000	1,662 86	5,867 68	7,530 54
Nova Scotia	24,000	1,572 88	16,880 82	18,453 70
New Brunswick	38,000	.....	37,607 15	37,607 15
Quebec	122,000	.....	119,620 68	119,620 68
Ontario	60,000	.....	60,000 00	60,000 00
Manitoba	18,500	.....	13,018 59	13,018 59
Saskatchewan	35,500	.....	35,354 81	35,354 81
Alberta	30,000	109 62	24,731 18	24,840 80
British Columbia	48,000	1,429 86	43,840 02	45,269 88
Totals	404,000	4,775 22	363,295 93	368,071 15

TABLE 2.—YOUTH TRAINING ENROLMENTS—FISCAL YEAR ENDED MARCH 31, 1951

Province	Total Enrolments		Enrolled in Courses		Days Training in Courses	Student Aid	
	Men	Women	Rural	Urban		University	Nurses
Newfoundland	33	5	.....	.....	.....	38	.....
Prince Edward Island	87	21	57	.....	1,287	51	.....
Nova Scotia	395	836	1,155	.....	8,350	76	.....
New Brunswick	232	71	186	3	20,401	114	.....
Quebec	788	873	642	.....	58,206	696	323
Ontario	364	124	.....	.....	.....	488	.....
Manitoba	303	111	350	.....	6,741	43	21
Saskatchewan	487	317	651	.....	12,431	122	31
Alberta	116	103	.....	68	9,700	126	25
British Columbia	375	190	59	69	14,405	408	29
Totals	3,180	2,651	3,100	140	131,521	2,162	429

NOTE.—Total Enrolment includes Students aided

TABLE 3.—TRAINING OF VETERANS—FISCAL YEAR ENDED MARCH 31, 1951

Province	Federal Allotments	Payments for Previous Years	Payments for 1950–51	Total Payments
	$	$ cts.	$ cts.	$ cts.
Nova Scotia	2,500	991 82	407 25	1,399 07
New Brunswick	2,500	.....	1,792 90	1,792 90
Quebec	13,000	702 44	4,292 13	4,994 57
Ontario	14,000	.....	.....	.....
Manitoba	3,000	.....	1,132 89	1,132 89
Saskatchewan	3,000	139 62	736 51	876 13
Alberta	5,000	149 98	1,983 51	2,133 49
British Columbia	2,000	.....	1,776 18	1,776 18
Totals	45,000	1,983 86	12,121 37	14,105 23

TABLE 4.—TRAINING OF ARMY TRADESMEN—FISCAL YEAR ENDED MARCH 31, 1951

Province	Federal Allotments	Payments to April 30, 1951	Under Training March 31, 1950	Enrolled April 1, 1950 to March 31, 1951	Days' Training
	$	$ cts.			
New Brunswick	16,000	14,252 35	31	79	6,025
Quebec	15,150	15,147 00	32	81	6,732
Ontario	1,200	1,085 00	35	.....	435
Manitoba	7,000	6,399 22	.....	66	2,966
Saskatchewan	20,500	19,180 23	18	213	7,216
Totals	59,850	56,063 80	116	439	23,374

TABLE 5.—TRAINING OF UNEMPLOYED—ALLOTMENTS AND PAYMENTS FISCAL YEAR ENDED MARCH 31, 1951

Province	Federal Allotment	Payments for Previous Years	Payments for 1950–51	Total Payments
	$	$ cts.	$ cts.	$ cts.
Nova Scotia	125,000	446 54	112,928 95	113,375 49
New Brunswick	36,000	.....	31,337 14	31,337 14
Quebec	55,000	.....	8,354 22	8,354 22
Manitoba	30,000	.....	19,697 39	19,697 39
Saskatchewan	27,000	.....	25,909 43	25,909 43
Alberta	62,000	262 52	50,511 62	50,774 14
British Columbia	13,000	1,049 43	5,849 51	6,898 94
Totals	348,000	1,758 49	254,588 26	256,346 75

TABLE 6.—TRAINING OF UNEMPLOYED—FISCAL YEAR ENDED MARCH 31, 1951

Province	Under Training March 31, 1950	New Enrolments	Completions	Withdrawals	Under Training March 31, 1951	Days' Training
Nova Scotia—						
Men	109	304	233	44	136	41,804
Women	52	71	80	10	33	
New Brunswick—						
Men	41	59	44	22	34	18,266
Women	38	75	50	21	42	
Quebec—						
Men	.....	223	101	43	79	9,578
Women	.....	4	.....	.....	4	
Manitoba—						
Men	82	115	88	42	67	14,312
Women	58	56	69	22	23	
Saskatchewan—						
Men	8	9	8	3	6	14,146
Women	41	138	87	27	65	
Alberta—						
Men	40	62	47	13	42	50,081
Women	151	308	192	63	204	
British Columbia—						
Men	.....	41	30	1	10	2,614
Women	7	40	35	5	7	
Totals—						
Men	280	813	551	168	374	150,801
Women	347	692	513	148	378	

TABLE 7.—APPRENTICE TRAINING—FISCAL YEAR ENDED MARCH 31, 1951

Province	Federal Allotment	Claims Paid to April 30, 1951		Number of Trades Designated	Class Training					
					Enrolment				Days' Training Full-time Classes	Hours' Training Part-time Classes
		For Previous Years	For 1950–51		Part-Time	Full-Time		Correspondence Courses		
						Pre-Employment	Post-Employment			
	$	$ cts.	$ cts.							
Nova Scotia	49,000	2,121 32	31,192 92	22*	441	64	.....	9	6,399	37,595
New Brunswick	43,000	.....	34,857 18	28	388	37	18	1	4,142	14,932
Ontario	166,000	986 64	151,208 61	12	.....	.....	1,134	.....	49,261	.....
Manitoba	41,000	.....	40,022 40	17	.....	95	493	.....	20,889	.....
Saskatchewan	30,000	683 52	29,698 55	13	.....	22	173	.....	7,868	.....
Alberta	114,000	523 63	113,899 68	12	.....	77	1,578	.....	46,308	.....
British Columbia	30,000	1,738 01	20,702 59	22	1,196	.....	.....	80	.....	58,777
Totals	473,000	6,053 12	421,581 93	.....	2,025	295	3,396	90	134,867	111,304

* 13 of these trades apply only to certain industries.

TABLE 8.—APPRENTICES REGISTERED ON MARCH 31, 1951, BY PROVINCES AND TRADES

Trade	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Totals
Barbers and Hairdressers	.....	.....	112	.....	33	.....	63	208
Bricklayers and Masons	16	*15	180	45	23	81	10	370
Carpenters	80	49	319	80	125	172	223	1,048
Electricians	77	45	647	139	52	348	160	1,468
Machinists	32	19	26	.....	.....	.....	191	268
Motor Mechanics	82	107	2,313	249	157	958	347	4,213
Painters	.....	7	51	36	19	46	27	186
Plasterers	9	.....	113	46	5	58	24	255
Plumbers	70	123	636	82	33	390	112	1,446
Printers	.....	4	2	.....	14	.....	29	49
Sheet Metal Workers	.....	22	202	74	35	160	131	624
Steamfitters	23	1	135	20	2	54	†	235
Woodworkers	.....	16	63	18	.....	.....	.....	97
Miscellaneous	37	69	27	41	18	29	162	383
Totals	426	477	4,826	830	516	2,296	1,479	10,850

* Includes Plasterers
† Steamfitters included with Plumbers in B.C.

TABLE 9.—ASSISTANCE TO VOCATIONAL SCHOOLS—SPECIAL ALLOTMENT FOR CAPITAL EXPENDITURES

Province	Buildings			Equipment		
	Federal Allotment	Claims Paid in Previous Years	Claims Paid in 1950–51	Federal Allotment	Claims Paid in Previous Years	Claims Paid in 1950–51
	$	$ cts.	$ cts.	$	$ cts.	$ cts.
Newfoundland	219,185	.....	.....	73,065	.....	.....
Prince Edward Island	61,500	61,500 00	.....	20,500	4,206 89	9,890 13
Nova Scotia	378,225	267,798 23	110,423 80	126,075	.....	43,899 14
New Brunswick	324,750	324,750 00	.....	108,250	30,119 79	17,896 61
Quebec	2,354,550	2,182,544 71	125,209 62	784,850	669,453 28	44,503 18
Ontario	2,273,625	559,912 50	279,313 18	757,875	59,897 20	90,362 05
Manitoba	492,000	256,738 63	46,708 29	164,000	7,090 57	42,352 35
Saskatchewan	643,650	462,850 01	139,889 80	214,550	47,553 38	61,542 55
Alberta	525,150	429,887 32	95,262 68	175,050	125,604 67	41,267 67
British Columbia	446,550	446,250 00	.....	148,850	141,492 41	6,341 95
Totals	7,719,185	4,992,231 40	796,807 37	2,573,065	1,085,418 19	358,055 63

TABLE 10.—ASSISTANCE TO VOCATIONAL SCHOOLS—ANNUAL ALLOTMENT

Province	Federal* Allotment	Claims Paid in Previous Years	Claims paid in 1950–51 to April 30		Total Payments To April 30, 1951
			For Previous Years	For 1950–51	
	$	$ cts.	$ cts.	$ cts.	$ cts.
Newfoundland	65,800	.....	29,423 46	36,284 82	65,708 28
Prince Edward Island	25,700	109,492 33	9,700 00	25,410 00	35,110 00
Nova Scotia	106,400	180,207 00	55,555 28	49,891 80	105,447 08
New Brunswick	92,700	452,399 34	.....	92,700 00	92,700 00
Quebec	609,400	2,935,740 78	111,259 42	433,086 68	544,346 10
Ontario	589,000	2,945,000 00	.....	589,000 00	589,000 00
Manitoba	135,300	102,687 46	64,544 99	139,962 49	204,507 48
Saskatchewan	173,900	504,300 99	.....	173,563 94	173,563 94
Alberta	143,800	664,069 74	.....	143,800 00	143,800 00
British Columbia	123,800	505,701 18	76,527 64	52,180 30	128,707 94
Totals	2,065,800	8,399,598 82	347,010 79	1,735,880 03	2,082,890 82

* Includes unmatched grant of $10,000 to each province.

P.C. 1740

PRIVY COUNCIL

CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA

TUESDAY, the 4th day of April, 1950.

PRESENT

HIS EXCELLENCY
THE GOVERNOR GENERAL IN COUNCIL:

His Excellency the Governor General in Council, on the recommendation of the Minister of Labour and under the authority of The Vocational Training Co-ordination Act, 1942, is pleased to appoint and doth hereby appoint G. G. Cushing, Esquire, General Secretary-Treasurer of the Trades and Labour Congress of Canada, a member of the Vocational Training Advisory Council, representing the said Congress, for a period ending November 30th, 1951, vice William Jenoves, Esquire, resigned.

N. A. ROBERTSON
Clerk of the Privy Council.

THE HONOURABLE
THE MINISTER OF LABOUR.

P.C. 84/4633

Certified to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on the 26th September, 1950.

LABOUR

The Board had under consideration a memorandum from the Honourable the Minister of Labour reporting:

"THAT under The Vocational Training Co-ordination Act, 1942, and Order in Council P.C. 1648 of March 8, 1945, as amended by Orders in Council P.C. 5564 of August 21, 1945; 6599 of August 25, 1945; 2179 of June 3, 1947; and 76/666 of February 20, 1948, the Minister of Labour was authorized to enter into an agreement with the Province of Ontario to provide inter alia financial assistance to the Province for capital expenditures for the erection of new vocational schools and the purchase of vocational equipment for projects approved by the Minister of Labour prior to March 31, 1948, and for which projects provincial expenditures have been made prior to March 31, 1952; and

THAT the Province reports that certain of the aforesaid projects cannot be proceeded with at the present time; therefore; no provincial expenditures for such projects will be incurred prior to March 31, 1952; and

THAT the Province has cancelled projects in the above category and has requested that the Dominion contributions approved for such projects may be transferred and applied upon new projects for vocational school buildings and equipment jointly approved by the Province and the Minister of Labour; and

THAT such transfer of Dominion contributions does not involve any increase in the Dominion financial commitments already authorized.

NOW, THEREFORE, the undersigned has the honour to recommend that Your Excellency in Council under the authority of The Vocational Training Co-ordination Act, 1942, be pleased to authorize the Minister of Labour, notwithstanding the provisions of the Order in Council P.C. 1648 of March 8, 1945, as amended, to agree to the amendment of the Vocational Schools' Assistance Agreement entered into by the Minister of Labour with the Province of Ontario under date December 23, 1945, by adding the following paragraph at the end of Clause 3 (c) thereof:

> 'If the Province finds that any project for new vocational schools and equipment approved for Dominion contribution under this Agreement prior to April 1, 1948, cannot be proceeded with in the immediate future, and for which, in consequence, no provincial expenditures will be incurred prior to March 31, 1952, the Province may cancel such project and will thereupon advise the Minister of Labour of such cancellation and may for the purposes of this Agreement approve in place thereof a new project or projects for vocational school buildings and equipment up to an amount not exceeding the total of the amount of the projects cancelled by the Province as herein provided and may submit such new project or projects to the Minister of Labour for his approval in accordance with the terms of this Agreement and where the Minister of Labour approves of any new project or projects submitted by the Province pursuant to the provisions of the next preceding paragraph, the Minister of Labour may contribute to such projects up to a total amount not in excess of the amount of the Dominion contribution previously approved in respect of the cancelled projects for buildings and equipment.' "

The Board concur in the above report and recommendation, and submit the same for favourable consideration.

N. A. ROBERTSON
Clerk of the Privy Council

THE HONOURABLE
THE MINISTER OF LABOUR

P.C. 5882

PRIVY COUNCIL

CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA

TUESDAY, the 5th day of DECEMBER, 1950.

PRESENT

HIS EXCELLENCY
THE GOVERNOR GENERAL IN COUNCIL:

His Excellency the Governor General in Council, on the recommendation of the Minister of Labour and pursuant to the provisions of The Vocational Training Co-ordination Act, 1942, is pleased to appoint and doth hereby appoint the undernoted to be members of The Vocational Training Advisory Council, as follows:

1. For a further period of three years commencing December 1, 1950:

W. H. C. Seeley, Esquire—Toronto Transportation Commission, representing the Canadian Manufacturers' Association.

N. S. Dowd, Esquire —Canadian Congress of Labour, representing organized labour.

E. K. Ford, Esquire —Director of Vocational Education, Nova Scotia, representing the Province of Nova Scotia.

T. D. Anderson, Esquire —General Secretary, Canadian Legion, representing veterans.

2. For a period of three years commencing December 1, 1950:

J. W. McNutt, Esquire —Director of Vocational Education, New Brunswick, and Regional Director of Canadian Vocational Training, representing the Maritime Provinces, vice Dr. L. W. Shaw, Deputy Minister of Education, P.E.I., whose appointment expired effective December 1st, 1950.

W. A. Ross, Esquire —Provincial Department of Education, Regina, and Regional Director of Canadian Vocational Training, representing the Province of Saskatchewan, vice, Miss Marion Graham, Teacher, Saskatoon, whose appointment expired effective December 1, 1950.

N. A. ROBERTSON
Clerk of the Privy Council

THE HONOURABLE
THE MINISTER OF LABOUR

P.C. 46/5955

Certified to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on the 9th December, 1950.

LABOUR

The Board had under consideration a memorandum from the Honourable the Minister of Labour reporting:

"THAT the regular use of Trade Advisory Committees representing employers and workers is essential to the proper functioning of Apprenticeship;

THAT attendance at meetings often necessitates absence from the normal place of residence and consequent loss of wages, particularly for the workers who are members of such Committees;

THAT the provisions of present agreements between the Minister of Labour and the provinces for Federal Government financial assistance for apprenticeship training includes provision that expenditures shareable under the agreement shall include the payment of actual travelling expenses and a per diem allowance of $8.00 for members of such Committees, other than Government officials, for their attendance at such Committee meetings;

THAT at a recent Conference on Apprenticeship held at Ottawa, Ontario, attended by representatives of all provinces, it was pointed out that, in view of the increased rates of wages for workers, the present per diem allowance of $8.00 is not sufficient;

THAT the Conference requested that the per diem rate to be shared by the Dominion should be increased to a maximum of $12.00, and that, instead of paying the actual travelling expenses for out-of-town members, payment for such should be made in accordance with prevailing provincial regulations which in some cases fix a maximum amount for room and meals per day.

NOW, THEREFORE, the Minister of Labour has the honour to recommend that the Governor General in Council under the authority of The Vocational Training Co-ordination Act, 1942, be pleased to authorize the Minister of Labour, after consultation with the Provinces, to agree to amendment of the Apprenticeship Agreement entered into with any Province as follows:

That Regulation 7 of Schedule "Y" of the Apprenticeship Agreement in all Provinces as authorized by Order in Council P.C. 196 of January 22, 1946, be amended to read as follows:

> 'The Dominion will share equally with the province in the following expenditures for members of Trade Advisory or Trade Test Committees, other than Government officials, where at the discretion of the province such expenditures are deemed advisable; an allowance not in excess of $12.00 per day while attending the Committee meetings and travelling expenses for out-of-town members for such meetings in accordance with prevailing provincial travel regulations.' "

The Board concur in the above report and recommendation, and submit the same for favourable consideration.

N. A. ROBERTSON,
Clerk of the Privy Council

THE HONOURABLE
THE MINISTER OF LABOUR.

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ANNUAL REPORT 1952

1951/52

CANADA

REPORT

of the

DEPARTMENT OF LABOUR

For the Fiscal Year
Ending March 31,
1952

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY,
OTTAWA, 1952

Price, 25 cents

To His Excellency, the Right Honourable Vincent Massey, C.H., Governor General and Commander-in-Chief of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour for the fiscal year ending March 31, 1952, all of which is respectfully submitted.

MILTON F. GREGG,
Minister of Labour.

60939—1

REPORT OF THE

DEPUTY MINISTER OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1952

To The Honourable Milton F. Gregg,
Minister of Labour.

Sir,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1952.

This report also includes the report of the Canadian Vocational Training Branch which, in former years, was published separately.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR MacNAMARA,
Deputy Minister of Labour.

May 28, 1952.

60939—2

TABLE OF CONTENTS

I.—INTRODUCTION

The Department of Labour was established in 1900 under the authority of the Conciliation Act passed in that year, the relevant provisions of which now appear in the Labour Department Act (R.S.C. 1927, Chapter 111).

The history of the Department has appeared in former Annual Reports and is not, therefore, repeated in this Report.

During the fiscal year the Department administered the following statutes: The Industrial Relations and Disputes Investigation Act; Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; Government Annuities Act; The Vocational Training Co-Ordination Act, 1942; The Government Employees Compensation Act, 1947; The Merchant Seamen Compensation Act; and the Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for building and construction and for equipment and supplies are enforced by the Department.

The Department was also responsible for the administration of a number of measures, such as Orders in Council dealing with special aspects in the field of labour.

The Pacific Regional Advisory Board ceased to function on March 31, 1952.

By Order in Council P.C. 1899, dated March 31, 1952, and effective April 1, 1952, the interest rate for the purchase price of new annuities was changed from 3 per cent to 3½ per cent.

The first meeting of the National Advisory Committee on Rehabilitation of the Disabled was held in Ottawa, February 20-22, 1952. This Committee was formed as a result of recommendations passed at last year's National Conference on Civilian Rehabilitation. A full account of the first meeting of the Committee was published in *The Labour Gazette*, April, 1952, pp. 424-427.

During the course of the fiscal year, the records of National Registration, 1940, preserved by the Department, were used extensively by the National Health and Welfare Department as proof of age to enable our older citizens to benefit under the Old Age Security Act.

A co-operative research project between the Department and the University of Toronto and McGill University in the field of industrial relations was started during the fiscal year.

During the fiscal year the National Advisory Council on Manpower held three meetings.

At March 31, 1951, there were 698 persons, including 46 casual and per diem employees, on the staff of the Department of Labour. At March 31, 1952, there were 694* on the staff, including 36 casual and per diem employees.

A financial statement for the Department is given in the Public Accounts of Canada.

Detailed information on the activities of the Department will be found in the chapters which follow.

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* This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined staffs (regular and casual) of which totalled 8,147 at March 31, 1952, as compared with 7,724 at March 31, 1951.

II.—INDUSTRIAL RELATIONS

INTRODUCTION

During the fiscal year under review, conciliation proceedings under The Industrial Relations and Disputes Investigation Act directly affected about 17,000 employees. Since that statute went into effect on September 1, 1948, conciliation proceedings under its provisions have affected some 174,000 employees.

Cumulative totals show that from the inception of the Act to March 31, 1952, the Minister of Labour has appointed Conciliation Officers to deal with 132 disputes. In the same period he has established Conciliation Boards to investigate and report upon 61 disputes, which were not settled by Conciliation Officers or otherwise, including 7 disputes which were referred directly to Boards without preliminary mediation on the part of Conciliation Officers. Of the 139 disputes referred either to Conciliation Officers or to Conciliation Boards, 62 were adjusted by Conciliation Officers and 28 were settled by Conciliation Boards, while 6 lapsed and 24 remained pending on March 31, 1952. There were 19 disputes not settled, but in only 7 of these cases did the conciliation proceedings fail to avert work stoppages.

There were no proceedings under The Conciliation and Labour Act during the fiscal year, its operations having been carried out, where necessary, under The Industrial Relations and Disputes Investigation Act.

THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT*

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948, and thus the year under review was the third in which the provisions of the Act were in full force and effect over the period of a complete fiscal year.

The Act in its legislative principles combines the long-tested cooling-off, investigation and conciliation features of The Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proven their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council, P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and for employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

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* For a review of the provisions of the Act, its application to industries within Federal jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette*, November, 1948, pp. 1255-61, and also the Annual Report of the Department of Labour for the fiscal year ending March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in Bill form.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

10. The appointment of Industrial Inquiry Commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the Federal legislation in the application thereof to any industry.

The Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlements of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative labour relations board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour Under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of Conciliation Officers, Conciliation Boards, Industrial Inquiry Commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the Chapter entitled "Canada Labour Relations Board".

Regulations Under the Act

The Industrial Relations and Disputes Investigation Regulations, made pursuant to Section 67 of the Act and given effect through Order in Council P.C. 4682 of October 22, 1948, prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of

Conciliation Officers and Conciliation Boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

For the complete text of the Regulations under the Act, see *The Labour Gazette*, January, 1949, pp. 55-7.

Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act

Sections 16 and 17 of The Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a Conciliation Officer to confer with the parties and attempt to effect an agreement. If a Conciliation Officer reports failure to bring about the settlement of a dispute, the Minister may appoint a Board of Conciliation and Investigation. The Act also provides that the Minister may appoint a Conciliation Board without prior reference to a Conciliation Officer, but the normal practice is the appointment of a Conciliation Officer in the first instance.

When a Conciliation Board is appointed, each party to the dispute is invited to nominate one person for appointment to the Board. The two members so appointed are then requested to recommend a third person for appointment as Chairman. If they fail to agree, the Minister selects the Chairman.

The first duty of a Board of Conciliation and Investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year, the Minister appointed 40 Conciliation Officers under Section 16 of The Industrial Relations and Disputes Investigation Act, and in six other cases Conciliation Officers appointed before April 1, 1951, continued to function. In 18 of these 46 cases, settlements of the disputes were effected by the Conciliation Officers; in 19 cases, the Conciliation Officers were not able to settle the disputes and recommended the appointment of Boards of Conciliation and Investigation; in the remaining nine cases, the Conciliation Officers were still functioning at the end of the fiscal year.

In the same period, the Minister appointed Boards of Conciliation and Investigation under Section 17 of the Act to deal with 26 disputes, seven of which were not previously referred to Conciliation Officers. Reports were also received from four Boards established during the previous fiscal year, and files were closed in five other disputes in which the parties were on March 31, 1951, still giving consideration to the recommendations contained in the reports of Boards. In respect of the 35 disputes dealt with by Conciliation Boards, settlements on the basis of Boards' reports were secured in 15 disputes by the end of the fiscal year; five disputes were not settled, and 15 disputes were still being dealt with by Boards at the end of the fiscal year. A strike occurred in one of the five disputes which were not settled by Conciliation Boards.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF CASES, FOR THE FISCAL YEAR AND FROM INCEPTION OF THE ACT

—	April 1, 1951, to March 31, 1952		September 1, 1948, to March 31, 1952	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by Conciliation Officers at beginning of period	6	4,493	.....	.....
Disputes referred to Conciliation Officers	40	11,560	132	173,424
Total	46	16,053	132	173,424
Disputes settled by Conciliation Officers	18	9,962	62	25,635
Disputes not settled by Conciliation Officers	19	2,999	58(*a*)	144,257
Disputes which lapsed; no further action required	.....	.....	3	440
Disputes being dealt with by Conciliation Officers at end of period	9	3,092	9	3,092
Total	46	16,053	132	173,424
Disputes being dealt with by Conciliation Boards at beginning of period	4	601(*b*)	.....	.....
Disputes in which parties were considering Conciliation Board recommendations at beginning of period	5	675(*b*)	.....	.....
Disputes referred to Conciliation Boards	26(*c*)	4,174	61(*c*)	144,677(*b*)
Total	35	5,450	61	144,677
Disputes settled by Conciliation Boards	15	2,922	28	6,976
Disputes not settled by Conciliation Boards	5(*d*)	934	15(*e*)	135,867
Disputes which lapsed; no further Board action required	.....	.....	3	240
Disputes in which parties were considering Conciliation Board recommendations at end of period	.....	.....	.....	.....
Disputes being dealt with by Conciliation Boards at end of period	15	1,594	15	1,594
Total	35	5,450	61	144,677

(*a*) Includes four disputes which were not referred to Conciliation Boards.

(*b*) As revised following preliminary estimate.

(*c*) One Conciliation Board was appointed to deal with five of these disputes; two Boards were appointed to deal with seven other disputes which had not previously been referred to Conciliation Officers; in all, 17 Boards were appointed during the fiscal year and 49 since inception of the Act.

(*d*) In one case, a strike was not averted by the conciliation procedure.

(*e*) In seven cases, strikes were not averted by the conciliation procedure.

OTHER PROCEEDINGS BEFORE THE MINISTER OF LABOUR UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT

Complaints to the Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received no complaints under Section 43 of the Industrial Relations and Disputes Investigation Act during the period from April 1, 1951, to March 31, 1952, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1952, the Minister of Labour received a total of six such complaints under Section 43 of the Act. One complaint was withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for action taken, see Chapter on Canada Labour Relations Board).

Applications to the Minister of Labour for Consent to Prosecute

The Minister received four applications for consent to prosecute under Section 46 of the Act during the period April 1, 1951 to March 31, 1952, all of them being granted.

During the period from September 1, 1948, to March 31, 1952, the Minister received a total of twelve such applications for consent to prosecute. Six applications were granted, two refused, two referred to Industrial Inquiry Commissions and settled, one was withdrawn, and one lapsed.

Complaints to the Minister of Labour of Violation of Provisions of the Industrial Relations and Disputes Investigation Act

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a Conciliation Officer or by an Industrial Inquiry Commission.

No complaints under Section 44 were made to the Minister of Labour during the period from April 1, 1951, to March 31, 1952.

During the period from September 1, 1948, to March 31, 1952, a total of three complaints under Section 44 were made to the Minister. In one case the Minister appointed an Industrial Inquiry Commission under Section 56 of the Act to investigate the complaint and it was subsequently dismissed. In another case, the complaint was withdrawn and in a third case, the complaint was settled and withdrawn following an investigation by an officer of the Department.

Industrial Inquiry Commissions Under the Industrial Relations and Disputes Investigation Act

Under Section 56 of the Act the Minister of Labour is empowered to appoint an Industrial Inquiry Commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a Commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the fiscal year, no Industrial Inquiry Commissions were appointed. In all, since the inception of the Act, six such appointments have been made.

STATISTICAL RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all work stoppages caused by labour-management disputes in Canada without any distinction as to whether they are dealt with under federal or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and result of each strike. A review for each calendar year, with statistical analyses, is published as early as possible in the year following.

For the purpose of the statistical record, a strike or lockout is a cessation of work involving six or more employees for at least one working day, or a number of workers for part of a day which causes a time loss of ten or more man-working days. The compilation conducted by the Economics and Research Branch includes only workers directly affected, that is, those on strike or locked out, but the employees in the establishment who are indirectly affected, that is

unable to work because of the work stoppage, are shown in a footnote when the number is important. Information as to such stoppages is received from various sources, such as officers of the Department throughout Canada, from Provincial Departments of Labour, from press clippings, etc. In each case an endeavour is made to obtain complete details from the parties concerned, that is from representatives of the workers involved and from the employer.

The outstanding features of the year, as compared with 1950 were, on the one hand, an increase of more than 60 per cent in the number of work stoppages, and, on the other, a decrease of about 35 per cent in the time loss. The number of strikes and lockouts in 1951 was the highest since 1943 and strike idleness the lowest since 1948. The number of workers involved in 1951 stoppages was greater than average but was 46 per cent below the 1950 total which was inflated by the large number of workers involved in the railway strike.

The latest figures available show that in 1950 collective agreements in effect covered more than 1,282,000 workers. The great majority of these contracts were renewed in 1951 by peaceful negotiations. In 1951, disputes over renewals of existing contracts caused only 70 stoppages, involving 32,111 workers, or two and one-half per cent of the total of all workers covered by agreements.

Wages and related questions have been the predominant issues in strikes and lockouts during the last six years. Steadily rising consumer prices during this period have made the financing of the family budget a matter of real concern to the Canadian worker. In spite of a sharp increase in the cost-of-living index in 1951, there was a substantial decline in the percentage of time lost in disputes over wage increases. In 1951, this issue caused 48 per cent of the stoppages, involved 48 per cent of the workers and caused 70 per cent of the total loss, as compared with an average for the five-year period, 1946-1950, of 59 per cent of the stoppages, 73 per cent of the workers, and 90 per cent of the total strike idleness. In 1951, other causes affecting working conditions caused 19 per cent of the stoppages; union questions, other than for increased wages, 18 per cent; and discharge of workers, suspension, refusal to reinstate and employment of particular persons, other than in connection with union questions, 15 per cent of the total. There were two small sympathy strikes in 1951, three in 1950, one in 1949 and none in 1948. Pensions and welfare plans were not important issues.

During the calendar year 1951 there were 259 strikes and lockouts, involving 102,870 workers, with a time loss of 901,739 days. Comparable figures for the preceding year were 161 strikes and lockouts, 192,153 workers, and a loss of 1,389,039 days.

Based on the number of non-agricultural wage and salary workers in Canada, the total amount of time lost in 1951 was about one-tenth of one per cent of the estimated working time, approximately the same as in 1950. The average loss of time for each worker directly involved was about nine days in 1951 and seven days in 1950. The total time lost in 1951 was equivalent to an average loss for each wage and salary worker in Canada of less than one-quarter day and less than one-half day in 1950.

Strike idleness in the manufacturing group of industries was greater than in all other industries combined, causing 74 per cent of the total time lost in 1951. In 1950, the greatest loss was in transportation, the railway strike accounting for more than a million days. In 1951, time lost in transportation disputes was negligible. Mining accounted for 16 per cent of the total loss in 1951, but in this group stoppages in coal mining caused less than five per cent of the total. In the construction industry, stoppages caused less than eight per cent of the total idleness.

Direct negotiations between workers and employers brought about settlement of 113 of the 259 stoppages in 1951. Provincial conciliation effected settlement in 42 cases, federal conciliation in one and civic mediation in one;

15 were referred to labour boards and commissioners; six were settled by arbitration; and 70 by return of workers and replacement, the latter being a factor in 21 cases.

A complete survey of strikes and lockouts in Canada during 1951 was published in a supplement to *The Labour Gazette* for April, 1952. Comparative figures covering the period 1901-1951 (See Table 1) are included in the survey.

An annual review giving available information as to strikes and lockouts in certain other countries during 1951, with comparable figures for earlier years, may be found in the supplement mentioned above.

TABLE I.—STRIKES AND LOCKOUTS, CANADA, BY YEARS, 1939-1951

Year	Number Beginning During the Year	Strikes and Lockouts in Existence During Year						
		All Industries						
		Number of Strikes and Lockouts*	Number of Employers*	Number of Workers Involved*	Time Loss			
					In Man-Working Days	Average Days Per Wage and Salary Earner	Average Days Per Worker Involved	Per Cent of Estimated Working Time
1939	120	122	243	41,038	224,588	0·11	5·47	0·04
1940	166	168	894	60,619	266,318	0·12	4·39	0·04
1941	229	231	658	87,091	433,914	0·17	4·98	0·06
1942	352	354	492	113,916	450,202	0·16	3·95	0·05
1943	401	402	651	218,404	1,041,198	0·35	4·77	0·12
1944	195	199	400	75,290	490,139	0·16	6·51	0·06
1945	196	197	418	96,068	1,457,420	0·49	15·17	0·17
1946	225	228	1,299	139,474	4,516,393	1·49	32·38	0·50
1947	232	236	1,173	104,120	2,397,340	0·77	23·02	0·26
1948	147	154	674	42,820	885,793	0·27	20·68	0·09
1949	132	137	542	51,437	1,063,667	0·32	20·68	0·11
1950	158	161	345	192,153	1,389,039	0·40	7·23	0·13
1951	257	259	646	102,870	901,739	0·24	8·77	0·08

* In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

FAIR WAGES

The Fair Wages Policy of the Federal Government was originally adopted as a Resolution of the House of Commons in 1900 and later expressed in a series of Orders in Council which were consolidated by Order in Council of November 3, 1949 (P.C. 5547).

In 1935, the "Fair Wages and Hours of Labour Act, 1935" was passed. This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week.

By Order in Council P.C. 6801, dated November 23, 1940, regulations adopted under the Fair Wages and Hours of Labour Act, 1935, made the Deputy Minister of Labour responsible for the investigation of claims for the payment of wages specified in fair wages schedules, and established a procedure for the settlement of such claims.

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appear on pp. 26-28 of the Annual Report of the Department of Labour for the fiscal year ending March 31, 1950.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

During the fiscal year ending March 31, 1952, the Department of Labour issued 1,765 schedules of fair wages and conditions of employment as compared with 1,814 during the fiscal year 1950-51, and 1,778 during the fiscal year 1949-50. The approximate total value of contracts reported to the Department as having been awarded during the last fiscal year was $258,500,000, as compared with approximately $162,100,000 for the fiscal year 1950-51. During 1951-52 the sum of $8,449.18 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, and was distributed to 110 workers. During the fiscal years 1950-51, and 1949-50, such collections totalled $37,146.61 and $3,598, respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the supply and manufacture of supplies and equipment include the standard "B" conditions as a provision of the contract. During the fiscal year under review, 92,687* contracts were awarded, with an approximate value of $977,490,000*. During the same period 77 statutory declarations from firms engaged on such contracts were submitted to the Department for review.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules, and where no classification schedule exists the rate of pays shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

On December 6, 1949, Order in Council P.C. 6190 the Prevailing Rate Employees General Regulations established, among other things, a method of determining the rate of pay of these exempt employees. The rate of normal pay and the rate and conditions of extra pay for these employees in each unit in the public service is fixed by Treasury Board after consultation with the Department of Labour.

There are in the Government service in Canada about 31,000 of these employees exempt from the operation of the Civil Service Act, and they are employed in public buildings, parks, forests, canals, special projects and government vessels.

During the fiscal year 1951-52 the number of recommendations made for the establishment of prevailing rates of pay for prevailing rate employees of the Government was 6,876. Approximately 390 different occupational classifications were represented by the employees affected.

The corresponding figures for the fiscal year 1950-51 were 3,654 recommendations involving about 325 occupational classifications.

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* Not including the "B" contracts awarded by Department of Defence Production for the months of January, February and March, 1952.

Note.—For statistical purposes "recommendation" is the rate set for a classification in a Department, except that where the same rate is recommended about the same time for several of the same Classifications in a Department it is considered as one recommendation.

LABOUR-MANAGEMENT CO-OPERATION SERVICE

The Labour-Management Co-operation Service was authorized on May 15, 1947, to succeed the Industrial Production Co-operation Board. The Service is engaged in the promotion of labour-management production committees in Canadian industry, and continues the work originally started by the Industrial Production Co-operation Board during the war. An Advisory Committee consisting of representatives of employers' organizations and trade unions advises the Minister of Labour on matters pertaining to the Service. The present Committee was appointed under Order in Council P.C. 2527, dated May 30, 1951.

During the fiscal year, the growth in the number of labour-management production committees continued. At April 1, 1951, the total number of committees was 750. By March 31, 1952, this figure had risen to 834. Details of the distribution of labour-management production committees by industry and of the number of employees represented on these committees are presently available only up to December 31, 1951. At that date, 789 committees were listed on the Department's records.

306,427 Canadian workers were represented on these 789 committees. In manufacturing industries, 164,154 employees were represented on 441 committees; in transportation, 72,030 workers on 176 committees; in mining, 23,088 workers on 24 committees; in service industries, 18,946 workers on 46 committees; in communications, 22,861 workers on 83 committees. Retail and wholesale trade, construction, and finance accounted for 19 committees covering 5,348 workers.

The Service distributes publicity material which is designed to aid in the formation of committees and to assist already-established committees to function more effectively. During the year additional material was published in both English and French. The following titles were distributed during the year:

(1) *Information Bulletins No. 3 and No. 4.* Bulletin No. 3 describes the organization, informational services, and research work of the Labour-Management Co-operation Service. Bulletin No. 4, entitled *The Labour Representative on an LMPC*, is designed to provide helpful information on the function of a labour member of an LMPC.

(2) *Meters, Motors and Men*, a research study on the operation of the labour-management production committee at the Sangamo Company, in Leaside, Ontario.

(3) *Joint Consultation in Service Industries*, a reprint of a pamphlet prepared to assist in the organizing and operation of LMPC's in service industries.

(4) *Our LMPC Needs Ideas*, a pamphlet for use by industrial LMPC's as a check list of possible ideas and improvements in tools and equipment, material handling, materials, inspection and general operations.

(5) A new series of 12 three-colour posters dealing with safety, absenteeism, tool conservation, increased production and other matters within the scope of LMPC's. Each poster is accompanied by a pay envelope stuffer amplifying the poster message. During the fiscal year requests for 13,950 posters and 164,800 pay envelope stuffers were received from established committees.

The regular monthly bulletin of the Service, *Teamwork in Industry*, contained detailed reports of the activities of outstanding labour-management production committees, as well as briefer accounts of committee activities, and articles of interest to LMPC's. Average monthly circulation of *Teamwork in Industry* was 11,172 in English and 2,845 in French.

In addition to this material, the Service also sponsored a broadcast on Canadian radio stations describing the work of LMPC's. A series of advertisements appeared in the Trades and Labour Congress *Journal*, and the Canadian

Congress of Labour *Unionist.* A monthly article on the highlights in LMPC activity was also printed in *The Labour Gazette.* The Service also utilized films extensively to promote labour-management production committees.

Field representatives of the Service continued to carry on active promotion of the formation of committees. For this purpose, branch offices of the Service are located at Amherst, Three Rivers, Montreal, Quebec, Toronto, Hamilton, Kitchener, Windsor, Winnipeg and Vancouver. During the fiscal year, the fieldmen made 2,663 visits to established committees to render whatever assistance was necessary to make them function more effectively. Included in this total are calls made on management and union representatives to discuss the operation of committees.

The activities most frequently reported by established committees were: (1) Improved Production Efficiency, (2) Improved Quality, (3) Reduction of Waste, (4) Measures to Promote Better Understanding between Management and Labour, (5) Accident Prevention, (6) Good Housekeeping, (7) Reduction of Absenteeism.

III.—CANADA LABOUR RELATIONS BOARD

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board in the course of its functions mentioned above has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union, and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent chairman. In the absence of the latter, a Vice-Chairman acts in his stead. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act and given effect through Orders in Council P.C. 4682 of October 22, 1948, and P.C. 1547 of March 28, 1950, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board and which are mentioned above in the first paragraph of this chapter. In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

For the text of the Rules of Procedure, see *The Labour Gazette*, January, 1949, pp. 57-60, and May, 1950, pp. 673-4.

Hearings of the Board

During the fiscal year, April 1, 1951 to March 31, 1952, the Canada Labour Relations Board held 18 meetings, usually holding one or two-day sessions each month. In addition to other activities, statistics of which are given below, 20 hearings were held either at the wish of the parties concerned or by direction of the Board. Twenty-eight employers and 26 trade unions were represented before the Board.

About one-third of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings Under the Industrial Relations and Disputes Investigation Act

During the fiscal year ending March 31, 1952, the Canada Labour Relations Board received 96 applications for the certification of bargaining agents which directly affected 41,019* workers. The Board disposed of another 21 applications for certification which were under investigation at the close of the previous fiscal year. Of these 117 applications, which directly affected 42,435* workers, 54 had been granted, 32 rejected and 15 withdrawn. At the end of the fiscal year, the remaining 16 were still under investigation. During the fiscal year the Board ordered 11 representation votes.

From September 1, 1948, the date on which The Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1952, the Board disposed of a total of 303 applications for certification directly affecting some 68,983 workers, 173 applications being granted, 81 rejected and 49 withdrawn. Since September 1, 1948, the Board has ordered 49 representation votes.

Complaints of Failure to Bargain Collectively Referred to the Canada Labour Relations Board

During the fiscal year ending March 31, 1952, no complaints made under Section 43 of The Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

From September 1, 1948, to March 31, 1952, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Canada Labour Relations Board for Revocation of Certification

Section 11 of The Industrial Relations and Disputes Investigation Act, provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

The Board received four applications for revocation during the fiscal year ending March 31, 1952, three applications being rejected and decision in one application being deferred. During the year, the Board also granted four applications for revocation of certification which had been carried over from the previous fiscal year.

In all, since the inception of the Act, 13 applications for revocation have been received, seven being refused, five granted and one deferred.

Applications to the Canada Labour Relations Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. The Board received no such applications during the fiscal year under review. In all, since the inception of the Act, three applications have been received, one being granted and two rejected.

* Preliminary estimate, subject to revision.

IV.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE NATIONAL EMPLOYMENT SERVICE

During the fiscal year ending March 31, 1947, Section 88 of the Unemployment Insurance Act, 1940, under which the National Employment Service was established, was amended to provide that this Service should be under the direction of the Minister of Labour. Detailed information on the operations of the National Employment Service is published in the annual Report of the Unemployment Insurance Commission. Close liaison is maintained between the work of the Unemployment Insurance Commission and that of other agencies in the Department of Labour.

V.—CANADIAN GOVERNMENT ANNUITIES

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Administration of the Act originally came under the Minister of Trade and Commerce, was transferred to the Postmaster General in 1912 and to the Minister of Labour in 1922.

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in forty-two communities across Canada. Further particulars may be obtained from the sources mentioned above or from the nearest Accounting Post Office.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have been turning in increasing numbers to Government Annuities for pensions for their employees and members. Under the first retirement annuity agreements, employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become more than half of the total.

Financial Statement.—From September 1, 1908, the date of inception of the Annuities Branch, up to and inclusive of March 31, 1952, the total number of individual contracts and certificates issued was 331,791. Table 1 (A) shows the number of individual contracts and certificates issued and net receipts by five-year periods, and Table 1(B) gives this information by fiscal years, from 1945 to 1952, inclusive, the number for the fiscal year under review being 17,038. Of these 4,903 were contracts with individual annuitants and 12,135 were certificates issued under all the group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year

1951-52 under new group contracts. There was a total of 915 group contracts, under which, at the date under review, 131,749 active registrations were in effect (as compared with 128,299 for the year previous). In addition 10,463 employees or members had been retired with vested annuities, 3,308 had died before retirement, and 40,602 had withdrawn following change of employment. Among the contracts issued during the year were 764 immediate annuity contracts with an average amount of annuity of $432.

The total net receipts since September 1, 1908, were $710,499,698.45, net receipts for the year under review being $57,548,671.33. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1952, is shown in Table 2 to be $675,931,703. This includes the sum of $940,138.44 transferred to maintain the reserve.

Of the 331,791 contracts and certificates issued since the inception of the Act, 42,098 were cancelled, leaving in effect 289,693 on March 31, 1952 (Table 3). Annuity payment was being made under 58,057 of these and was deferred under the remaining 231,636. The total amount of annuity payable under vested contracts was $26,341,603, an average of $454 per contract. The value of all outstanding liabilities was $675,931,703, of which $288,923,973 was the value of vested annuities, $386,966,356 the value of deferred annuities, and $32,054 the reserve held for payment of benefits by instalments under a small number of group annuities, the remainder being advance premiums.

Transfer to Maintain Reserve.—(See Table 2). This is primarily the mortality loss on annuities sold prior to April 19, 1948, and particularly those sold prior to September 5, 1936. Annuitants are living longer than the older premium rates provided for, so that losses are incurred by having to pay annuities longer than expected. This condition is felt by all companies or associations that issue annuities. A portion of the transfer, however, arises from the inter-departmental accounting system, which results in the interest credited to the annuities fund being less than the interest earned by annuitants. The shortage of interest credited from interest required necessarily appears as transfer to maintain reserve. In the fiscal year 1951-52, for example, the shortage of interest was $160,916.00. Thus the mortality loss was $779,222.44; the total transfer being $940,138.44. There is no mortality loss under contracts issued since April 19, 1948.

Analysis of Vested Annuities.—Tables 4 (A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1952 under the first four classes in Table 3 (existing single lives without and with guaranteed period). The number of contracts analysed was 50,839 — an increase of 2,894 or 6.0 per cent over the number for the previous year. From Table 4 (A), which shows the distribution of contracts by amount of annuity, it may be seen that 68.5 per cent of the annuities were for amounts under $600, 19.5 per cent for $600 but less than $1,200, and 12.0 per cent for $1,200 or over (those over $1,200 having been issued prior to August, 1931). In Table 4 (B) the classification was by sex and age of annuitant and showed the largest age group to be 60-69 for each sex. The arithmetic average of attained ages under all vested contracts was 68.1 years, an increase of 0.3 years over the previous year.

Under vested annuity contracts involving single lives, 1,810 deaths were reported during the year, the average age at death being 74.6 years.

Statistics in this section of the report are based on contracts rather than on individual lives.

Up to March 31, 1952, thirteen annuitants — six males and seven females — had attained the age of one hundred years. Of these, five centenarian annuitants were living on March 31, 1952.

Premium Rates.—By Order in Council P.C. 1899, dated March 31st, and effective April 1st, 1952, the interest rate for the purchase price of new annuities was changed from 3% to 3½%.

TABLES 1 (A) AND 1 (B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS TO MARCH 31, 1948, AND BY FISCAL YEARS 1945-52 INCLUSIVE

TABLE 1 (A)			TABLE 1 (B)		
Five-Year Period from April 1 to March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		$ cts.			$ cts.
1908[1]–1913	3,106	1,737,059 70	1945*	15,796	33,076,435 98
1913–1918	1,379	1,912,412 51	1946*	25,538	46,954,535 93
1918–1923	1,162	3,039,186 26	1947*	43,585	72,009,764 42
1923–1928	3,289	10,742,535 37	1948*	40,945	75,067,827 28
1928–1933	7,458	18,782,856 83	1949	36,332	64,311,115 91
1933–1938	26,229	78,895,127 50	1950	21,078	63,133,241 57
1938–1943	47,727	97,040,507 50	1951	21,775	59,648,322 61
1943–1948	145,218	253,708,661 36	1952	17,038	57,548,671 33
Totals, omitting years marked * included in Table 1 (A)				331,791	710,499,698 45

[1] From September 1, 1908.

TABLE 1 (C).—NUMBER OF INDIVIDUAL CONTRACTS ISSUED AND NUMBER OF CERTIFICATES ISSUED UNDER GROUP CONTRACTS DURING EACH OF THE FISCAL YEARS 1944-45 TO 1951-52

Fiscal Year	Individual Contracts Issued	Group Certificates Issued	Total
1944–45	6,483	9,313	15,796
1945–46	8,183	17,355	25,538
1946–47	13,174	30,411	43,585
1947–48	14,237	26,708	40,945
1948–49	6,463	29,869	36,332
1949–50	5,389	15,689	21,078
1950–51	6,747	15,028	21,775
1951–52	4,903	12,135	17,038

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT FOR YEAR ENDING MARCH 31, 1952

Rate of Interest	4%	3%
Fund		
Fund, April 1, 1951	$571,482,419 00	$ 48,916,576 00
Receipts, 1951-52, less disbursements	35,660,068 08	18,932,501 48
Transfer to Maintain Reserve	919,956 92	20,181 52
Fund, March 31, 1952	608,062,444 00	67,869,259 00
Liabilities		
Valuation of Annuities Outstanding (see Table 3)	608,062,444 00	67,869,259 00
Receipts		
Immediate Annuities	—	4,437,154 96
Deferred Annuities	38,453,421 37	14,985,470 19
Interest to March 31, 1952	22,978,127 20	1,693,540 74
Total	61,431,548 57	21,116,165 89
Disbursements		
Vested Annuities	23,681,602 60	1,860,197 58
Commuted Values	247,057 44	31,453 02
Premiums Returned with Interest (Including Instalment Death Benefits)	1,665,673 29	141,785 78
Premiums Returned without Interest	177,147 16	150,228 03
Total	25,771,480 49	2,183,664 41
Receipts less Disbursements, 1951-52	35,660,068 08	18,932,501 48
Total	61,431,548 57	21,116,165 89

Summary

Fund, April 1, 1951	$620,398,995 00
Receipts less Disbursements	54,592,569 56
Transfer to maintain reserve	940,138 44
Fund, March 31, 1952	675,931,703 00

TABLE 3.—VALUATION, MARCH 31, 1952, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE AT THAT DATE

Classification	4% Contracts*			3% Contracts†			Total Valuation		
	Number	Amount of Annuity	Present Value of Annuities in Force	Number	Amount of Annuity	Present Value of Annuities in Force	Number	Amount of Annuity	Present Value of Annuities in Force
		$	$		$	$		$	$
Vested:									
Males Ordinary	8,045	3,443,420	28,740,578	791	292,421	2,768,071	8,836	3,735,841	31,508,649
Females Ordinary	13,726	4,954,996	49,546,674	1,205	427,254	5,014,826	14,931	5,382,250	54,561,500
Males Guaranteed	13,232	7,078,184	77,865,542	1,105	469,535	5,961,119	14,337	7,547,719	83,826,661
Females Guaranteed	11,224	5,556,581	74,063,362	1,511	695,736	10,377,936	12,735	6,252,317	84,441,298
Last Survivor Ordinary	3,012	1,345,200	17,617,174	330	137,674	1,980,102	3,342	1,482,874	19,597,276
Last Survivor Guaranteed	1,122	624,997	8,968,381	.....	.....	.....	1,122	624,997	8,968,381
Annuities Certain (after death)	2,667	1,276,039	5,729,287	78	37,790	280,668	2,745	1,313,829	6,009,955
Temporary Annuities	6	712	2,088	3	1,064	8,165	9	1,776	10,253
Total Vested	53,034	24,280,129	262,533,086	5,023	2,061,474	26,390,887	58,057	26,341,603	288,923,973
Deferred Contracts and Certificates	168,936	.....	345,497,630	62,700	.....	41,468,726	231,636	.....	386,966,356
Death Benefits by Instalments	.....	.....	31,728	.....	.....	326	.....	.....	32,054
Advance Premiums	.....	.....	.....	.....	.....	9,320	.....	.....	9,320
Totals	221,970	.....	608,062,444	67,723	.....	67,869,259	289,693	.....	675,931,703

* Contracts and certificates effective prior to April 19, 1948.
† Contracts and certificates effective on and after April 19, 1948.

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1952

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	22,146	43·5	43·5
$300 and less than $600	12,712	25·0	68·5
$600 and less than $900	7,768	15·3	83·8
$900 and less than $1200	2,132	4·2	88·0
Exactly $1200	5,931	11·7	99·7
Over $1200	150	0·3	100·0
Totals	50,839	100·0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	301	1·3	576	2·1	877	1·7	1·7
40–49	556	2·4	938	3·4	1,494	2·9	4·6
50–59	1,818	7·8	3,674	13·3	5,492	10·8	15·4
60–69	9,811	42·3	10,003	36·1	19,814	39·0	54·4
70–79	8,748	37·8	9,100	32·9	17,848	35·1	89·5
80–89	1,828	7·9	3,106	11·2	4,934	9·7	99·2
90 and over	111	0·5	269	1·0	380	0·8	100·0
Totals	23,173	100·0	27,666	100·0	50,839	100·0	.....

VI.—SPECIAL SERVICES

The Special Services Branch of the Department of Labour is responsible for administering the Federal-Provincial Farm Labour Program which is a co-operative program under which workers engaged in agriculture and other primary industries are transferred, by organized movements, from areas of labour surplus to areas of labour shortages as the seasons require. This includes movements of workers within a province and between provinces, as well as movements to and from industries whose peak periods of labour requirements come at different seasons. The Special Services Branch also arranges for necessary organized international movements of workers. Such arrangements include movements of surplus Canadian workers to the United States to help meet seasonal labour shortages in that country (and provide work for unemployed Canadians) as well as the movement of workers from the United States to Canada to meet seasonal shortages. The arrangements also include the selection, movement, and placement of immigrants from Europe to meet labour shortages in Canada, in co-operation with the Department of Citizenship and Immigration.

FEDERAL-PROVINCIAL FARM LABOUR PROGRAM

Farm Labour Agreements.—To assist the provinces in carrying out their farm labour programs, Farm Labour Agreements with each of the provinces of Canada, except Newfoundland, were completed during the year. Under these Agreements, the Federal Government and the provinces shared expenses incurred in organizing the more efficient use of manpower engaged in agriculture and in recruiting, transporting and placing workers on farms and in related industries. The amounts allocated to the provinces under these Agreements were as follows:

Prince Edward Island	$ 8,000
Nova Scotia	10,000
New Brunswick	10,000
Quebec	30,000
Ontario	105,000
Manitoba	20,000
Saskatchewan	100,000
Alberta	115,000
British Columbia	30,000

Movements of Farm Labour.—The demand for farm labour during the year was greater than in any other post-war year and to meet the demand it was necessary to carry out seasonal movements of workers from areas where labour was available to areas where labour was required. The following table sets out particulars of intraprovincial, interprovincial movements of workers which were carried out during the fiscal year under the terms of the Federal-Provincial Farm Labour Agreements. The table also gives information concerning organized movements of workers between Canada and the United States.

TABLE No. 1.—FARM LABOUR MOVEMENTS DURING THE FISCAL YEAR ENDED MARCH 31, 1952

Type of Movement	From	To	Number of Workers
Intraprovincial Movements			
Apple Pickers	Within Nova Scotia		150
Berry Pickers	Within New Brunswick		108
Fruit Pickers (Students)	Within Ontario		1,397
Beet Blockers	Within Quebec		871
Beet Harvesters	Within Quebec		150
Potato Pickers	Within New Brunswick		225
Potato Pickers	Within Prince Edward Island		156
Interprovincial Movements			
Fruit Pickers	Saskatchewan and Alberta	British Columbia	130
Fruit Pickers (Students)	Quebec	Ontario	183
Hay and Grain Harvesters	Maritime Provinces	Ontario	727
Hay and Grain Harvesters	Prairie Provinces	Ontario	476
Grain Harvesters	Ontario and Quebec	Prairie Provinces	1,877
Potato Pickers	Nova Scotia	Prince Edward Island	330
General Farm Workers	Nova Scotia and Newfoundland	Prince Edward Island	73
General Farm Workers	Newfoundland	New Brunswick	36
International Movements			
Potato Pickers	Manitoba	North Dakota	246
Potato Pickers	Quebec	Maine	1,250
Potato Pickers	New Brunswick	Maine	545
Maple Sugar Workers	Quebec	New England States	400
Tobacco Curers	Southern States	Ontario	1,463
Tobacco Curers	Southern States	Quebec	37

Movement of Servicemen to the Prairie Provinces.—Harvesting operations in Western Canada last year were delayed because of adverse weather conditions, and, in October, when harvesting became general, a tight farm labour situation existed in the Prairie Provinces. To supplement the farm labour force, the Federal Government, at the request of the Prairie Provinces, authorized the granting of special leave to members of the Armed Forces who volunteered for harvest work in Manitoba, Saskatchewan and Alberta.

Approximately 2,000 servicemen were moved under this program and, as in the case of other intraprovincial and interprovincial movements, the expenses incurred in carrying out this movement were shared by the Federal Government and the provinces which received the workers.

Immigration of Farm Workers.—To help meet the demand for year-round farm labour, the movement to Canada of immigrant farm workers was continued during the year. Further information on this program will be found under the heading "Selection, Reception and Placement of Immigrant Workers".

Federal-Provincial Farm Labour Conference.—The Ninth Annual Federal-Provincial Farm Labour Conference was held in Ottawa on November 30, December 1 and December 3, 1951, for the purpose of reviewing the activities carried out in 1951 and developing plans for the program for 1952.

The Conference was attended by representatives from all of the provinces except Newfoundland, head office and regional officials of the National Employment Service and officials of the Federal Departments of Citizenship and Immigration, Agriculture and Labour. Representatives of the United States Employment Service and several of the Embassies in Ottawa were also in attendance.

Among other matters, the question of Farm Labour Agreements for next year was discussed and it appeared likely that Agreements with all provinces, except Newfoundland, would be entered into for 1952-53.

Selection, Reception and Placement of Immigrant Workers

Group Movements, Authorized.—During the fiscal year 1951-52, group movements covering a total of 11,622 workers were authorized by the Departmental Advisory Committee on Immigration. The Deputy Minister of Citizenship and Immigration is Chairman of this Committee on which representatives of the Department of Labour sit when group movements of workers are being considered.

The numbers of workers brought to Canada during a given year under group movements do not correspond to the group movements authorized as, in many cases, authority given in the current year applies to a movement to take place the following year. Table No. 2 sets forth the classes of group movements authorized during 1951-52 and the numbers approved under each classification. It will be observed from the Table that 5,625 of the workers authorized for movement are to be brought forward during the fiscal year 1952-53.

TABLE No. 2.—GROUP MOVEMENTS OF IMMIGRANT WORKERS AUTHORIZED DURING THE FISCAL YEAR ENDED MARCH 31, 1952

	Number of Workers
Woodsworkers	
German	558
Italian	705
Scandinavian	300
General Labourers	
Maltese	1,000[1]
Miners	
Italian	700
Track Maintenance Workers	
Italian	800
Mechanics — Skilled	
Italian	234
Farm Workers	
General Farm Workers	
German	3,325[1]
Italian	1,800[2]
Farm Couples	
Displaced Persons (300)	600
Services	
Domestics	
German	500
Italian	500
Domestic Couples	
Displaced Persons (300)	600
	11,622

[1] While these orders were approved during the Fiscal Year 1951-52, the movement of workers is to be made during 1952-53.

[2] 500 of this group are to be moved to Canada in 1952-53.

During the fiscal year 1951-52, the operations of the International Refugee Organization were further extended to December 31, 1951. Because there were large numbers of Displaced Persons entitled to I.R.O. resettlement assistance who would be denied the opportunity of emigrating without any expense to themselves if they were not accepted for emigration prior to December 31, 1951, it was agreed in the fall of 1951 that Canada would accept a larger number of workers from among the Displaced Persons than were originally expected to

arrive during the fall and early winter months. During the fiscal year under review, a total of 9,716 D. P. workers were brought to Canada, of whom 3,715 arrived after October 1.

There was a very strong demand during 1951-52 for farm workers, and to help meet this demand a total of 6,429 persons who came forward under the group movement plan were placed on farms. This included 3,519 unattached male farm workers, 267 married couples, 1,211 persons who were placed in sugar beet work, and 1,165 persons who were members of families placed in general farm work. In addition to the farm workers brought forward under the group movement plan, there were a number of farm workers who came to Canada from Holland and other countries under the sponsorship of relatives or farm owners. Statistics covering these farm workers were not available at the close of the fiscal year.

Displaced Persons were not available in sufficient numbers to meet all of the requirements in the basic industries, and immigrants of German nationality were brought forward for employment in woods work and mining, while Italian nationals were brought forward for employment on farms.

As in the past, the International Refugee Organization provided ocean transportation for Displaced Persons. In the case of those going to work on farms or in domestic service, inland transportation was provided by the Department of Labour. In the case of other classes of D. P. workers, the employers advanced the costs of transportation within Canada, reimbursing themselves in most instances by deducting the amount expended from the wages of the worker. The Italian nationals who came forward for farm work paid their own fares as far as Montreal, and the Department of Labour paid the costs of inland transportation. Employers in the lumbering, logging, and mining industries advanced the costs of ocean transportation as well as inland transportation to the German nationals who were brought forward in group movements for employment in those industries. These advances for transportation to German workers were recovered by the employers through wage deductions.

There was a continuing demand for immigrant domestic workers both in institutions and private homes during the year ending March 31, 1952. The cessation of operations by the International Refugee Organization in December, 1951, saw the arrival of the last large group of domestic workers from the Displaced Persons Camps. Approximately 1,500 came forward during the fiscal year and were placed in domestic employment. This number included single women, widows with one or two dependents and married couples without children.

The plan whereby domestic workers from the United Kingdom have the major portion of their ocean fare advanced to them on a recoverable basis was continued through the past fiscal year. Up to the end of March, approximately 400 of these women came forward and were placed in domestic employment in Canadian homes and hospitals.

Groups of domestic workers from various European countries, including Germany, Italy, Greece, Sweden, and Denmark, have come forward and have been placed with employers whose applications have been approved.

The total number of domestic workers brought forward during the year was approximately 2,250. A close follow-up is maintained in respect to the placement and welfare of all female immigrant workers. Community Committees, comprising service clubs and church organizations, have done much to assist the Department in this respect. While these Committees were established primarily to assist with the welfare of Displaced Persons, they have been broadened in many instances to include all immigrants in the community.

The following table shows the number of immigrant workers brought to Canada in group movements during the fiscal year 1951-52.

TABLE No. 3.—ARRIVALS UNDER GROUP MOVEMENTS OF IMMIGRANT WORKERS DURING THE FISCAL YEAR 1951-1952

	Number of Workers
Woodsworkers	
German	902
Italian	364
Ukrainian	92
Scandinavian	377
Displaced Persons	904
	2,639
General Labourers	
Displaced Persons	3,020
Maltese	949
	3,969
Miners	
Displaced Persons	173
German	733
Italian	700
	1,606
Farm Workers	
General Farm Workers	
Displaced Persons	1,355
German	182
Italian	1,982
	3,519
Farm Couples	
Displaced Persons	534
Farm Families	
Displaced Persons	196
Sugar Beet Workers	
Displaced Persons	26
Sugar Beet Families	
Displaced Persons	587
Lutheran	412
Baptist	138
Mennonite	48
	1,185
Special Church Groups	
Baptists	284
Catholics	21
Mennonites	153
Lutherans	511
	969
Construction	
Italian	872
Norwegian	18
	890
Manufacturing	
Textile	
Displaced Persons	256
Boot and Shoe	
Displaced Persons	11
Services	
Domestics	
Displaced Persons	660
German	3
Italian	300
British	346
Greek	28
	1,337
Domestic Couples	
Displaced Persons	854
British	8
	862
Widows with children	
Displaced Persons	43
Restaurant Workers	
Bulgarian	1
Greek	10
	11

TABLE No. 3.—ARRIVALS UNDER GROUP MOVEMENTS OF IMMIGRANT WORKERS DURING THE FISCAL YEAR 1951-1952—*Concluded*

	Number of Workers
Nurses	
Displaced Persons	8
Stenographers	
British	32
Entering From Sweden	
Scandinavian	209
Miscellaneous Groups	
Displaced Persons	488
Italian	97
	585
Total	18,887

The following table is a recapitulation of the number of immigrant workers brought to Canada in group movements during the last six fiscal years.

TABLE No. 4.—WORKERS BROUGHT TO CANADA IN GROUP MOVEMENTS

Worker Groups	Fiscal Year						
	1946–47	1947–48	1948–49	1949–50	1950–51	1951–52	Total
WOODSWORKERS	.....	3,472	1	10	887	2,639	7,009
GENERAL LABOURERS[1]	.....	.....	1,106	13	1,636	3,969	6,724
MINERS	.....	1,003	1,964	957	649	1,606	6,179
FARM WORKERS							
Polish veterans	2,876	1,651	.....	.....	.....	.....	4,527
General farm workers	.....	.....	2,828	1,602	1,272	3,519	9,221
Farm couples	.....	.....	356	690	290	534	1,870
Farm families	.....	.....	5	118	86	196	405
Sugar beet workers	.....	.....	.....	233	245	26	504
Sugar beet families	.....	.....	772	1,138	704	1,185	3,799
Special Church groups[2]	.....	.....	.....	340	532	969	1,841
CONSTRUCTION							
Hydro	.....	251	1,797	452	.....	.....	2,500
Track maintenance	.....	390	1,741	251	298	890	3,570
Other	.....	.....	248	13	.....	.....	261
MANUFACTURING							
Metal	.....	207	159	10	.....	.....	376
Textile and apparel	.....	867	2,065	432	38	256	3,658
Boot and Shoe	.....	.....	98	10	14	11	133
Other	.....	.....	67	74	.....	.....	141
SERVICES							
Domestics	.....	1,721	6,073	1,307	625	1,337	11,063
Domestic couples	.....	82	418	700	476	862	2,538
Special family groups	.....	.....	20	57	12	1	90
Widows with children	.....	.....	94	104	24	43	265
Restaurant workers	.....	.....	.....	13	21	11	45
NURSES	.....	.....	45	21	3	8	77
STENOGRAPHERS	.....	.....	.....	.....	.....	32	32
ENTERING FROM SWEDEN	.....	.....	675	1,027	525	209	2,436
MISCELLANEOUS GROUPS	.....	.....	94	695	100	584	1,473
Totals	2,876	9,644	20,626	10,267	8,437	18,887	70,737

[1] These workers were brought forward for general placement on farms or in industrial activities without any definite employment having been pre-arranged.

[2] Sponsored by Catholic Immigrant Aid Society, Canadian Lutheran World Relief, Canadian Mennonite Board of Colonization, and German Baptist Immigration and Colonization Society.

Selection of Workers Overseas.—The Department of Labour maintains a small selection staff with headquarters at the Immigration Mission in Karlsruhe, Germany. The function of these representatives is to screen prospective immigrants who are being sent forward under group movements as to their occupational suitability. The medical, security, and civil examinations required are carried out, after the occupational selection, by officers of the Department of National Health and Welfare, the RCMP and the Immigration Branch of the Department of Citizenship and Immigration.

Workers brought forward under group movements sign an undertaking to the Minister of Labour agreeing to accept employment as arranged by the Department of Labour at the wage rate and under the working and living conditions prevailing in the locality of employment for comparable classifications of employment, and further agree to remain in such employment for a period of one year. This undertaking has a twofold purpose. It ensures that the workers brought forward will remain for at least one year in industries where there is a shortage of workers, and it also provides the immigrant with assurance that employment will be available to him during his first year in Canada.

To meet the demands of employers for workers from the United Kingdom and to assist residents of the United Kingdom wishing to come to Canada, the Department of Labour established an office in London four years ago. Canadian employers requiring workers from the United Kingdom to fill vacancies which cannot be filled in Canada may place an order covering their requirements with any National Employment Service office in Canada. Such orders are cleared through Head Office of the National Employment Service to the Department of Labour office in London, which works closely with the British Ministry of Labour and National Services. The London Office of the Department of Labour is also available to advise those wishing to come to Canada concerning possibilities of employment in the various occupations, industries and localities.

Reception of Immigrant Workers under Group Movements.—Representatives of the National Employment Service meet incoming boats to see that immigrants who come forward under group movements are despatched to their destinations. The Department of Labour maintains two hostels for the reception of workers from abroad. One of these is at St. Paul l'Ermite just outside Montreal, and the other is at Ajax near Toronto.

Because of the cessation of operations of the International Refugee Organization and the resulting large numbers of Displaced Persons who arrived in Canada in the fall and early winter, it became necessary to increase the accommodation at the Department of Labour Hostels. The accommodation at St. Paul l'Ermite was increased from 600 to 900 beds, and the accommodation at Ajax was increased from 800 to 1,250 beds. These hostels have all the facilities required to house and feed the numbers indicated. Normally they are used chiefly to accommodate female domestic workers, farm workers, and some other classes of workers who are assigned to individual employers from the hostels. Immigrants going to industrial employment are usually sent direct from seaboard.

Employment Arrangements.—Employers who place orders for immigrant workers under the group movement plan are required to sign an application agreeing to employ the worker for a period of at least twelve months, at prevailing rates of wages and other working conditions. The employer also agrees to arrange for suitable housing. Applications are investigated and the employer is notified as quickly as possible as to whether his requirements can be met by immigrant workers. Workers are then assigned as available to employers whose applications have been approved.

Welfare Assistance.—As previously mentioned, with the closing of the International Refugee Organization on December 31, 1951, larger numbers of Displaced Persons arrived in Canada during the fall and early winter months. Employment was not immediately available for all of these workers and in fact they were brought forward on the understanding that it might be some time before employment was available, and that they would be housed and fed in hostels until employment became available. As a result, the Department of Labour Hostels at both Ajax and St. Paul l'Ermite operated very close to capacity throughout the winter. While some immigrants were placed in employment from the hostels, others who had been working for a few months lost their employment and had to be admitted to the hostels until other employment became available.

In some centres, principally in the Province of Ontario, there were immigrants who had been in Canada less than a year who found themselves without work during the winter and without funds to carry on. In the case of such indigent immigrants, temporary welfare assistance in the form of food, fuel, and shelter was provided, as necessary. As at March 31, 1951, a total of 1086 indigent immigrants had received such welfare assistance through the Department of Labour. This included 522 single or unattached workers and 564 persons who were members of family groups. These numbers are exclusive of immigrants who were maintained in the Department of Labour Hostels.

Completion of Undertaking.—Workers brought forward in group movements who have fulfilled their undertaking to the Minister of Labour to remain in the employment to which they are assigned for a period of one year are issued a card bearing a facsimile of the signature of the Minister and Deputy Minister of Labour, certifying to the fact that they have discharged their undertaking. Up to March 31, 1952, a total of 34,670 certificates had been issued to Displaced Persons who had completed their undertakings.

VII.—ECONOMICS AND RESEARCH

The Economics and Research Branch serves as the central agency in the federal government for economic analyses and research in the field of labour. During the fiscal year under review, the Branch undertook analytical and research projects on labour problems, including manpower, employment and unemployment, occupations, productivity, collective bargaining, labour organization, wages, working conditions and social analysis.

Surveys were undertaken in co-operation with the Dominion Bureau of Statistics and operating agencies in the field, including the Industrial Relations Branch, Training Branch, the National Employment Service and the Unemployment Insurance Commission. Reports and articles were prepared for publication and for use in the Department as well as for other interested agencies, including the I.L.O. and United Nations.

A research project in the field of industrial arbitration was started during the year in co-operation with Canadian Universities. Such projects, it is considered, will contribute to the improvement of industrial relations by assisting universities in training personnel for work in this field and by making available to both labour and management information for the conduct of collective bargaining. In addition the results should be useful in interpreting existing legislation, in framing new legislation, and in policy discussions generally.

Two phases of the project were started in June 1951. A graduate student of the University of Toronto began a general survey of the use of arbitration in labour-management relations dealing particularly with the legislative aspects of the subject. A McGill graduate student undertook a study of arbitration in the coal fields of Alberta.

The Department of Labour made a grant to both universities to assist with the studies and made available departmental files and other related information. General direction of the program is exercised by a committee consisting of representatives from the Universities of Toronto and McGill and the Federal Department of Labour. An extension of the program, to include studies by representatives from certain other universities, is planned to commence in 1952, and the committee may be expanded.

Wage Rates.—The Wages Section collects and analyses statistics on occupational wage rates for administrative purposes of the Department as well as for unions, employers and other interested parties. The information is chiefly obtained through an annual mail survey of wages and working conditions conducted in October covering representative employers in most industries. In many of these industries, employers are sent schedules containing occupational descriptions and are asked to report only those workers whose duties closely conform with those set out in the summaries.

A sample survey of wage rates is also made during the early part of the year in order to provide information on the trend in wage rates from October 1 (the date of the regular survey), to April 1. The results of the 1951 survey were published in a press release and in the June, 1951 issue of *The Labour Gazette.*

The latest *Annual Report on Wage Rates and Hours of Labour in Canada* applies to October, 1950 and contains index numbers of wage rates by industry for the period 1901-1950, along with tables showing average wage rates for selected occupations in many industries and average normal hours of work for each industry in 1950. Articles on wages, hours and working conditions in various industries appear regularly in *The Labour Gazette.* A large number of inquiries from government officials, employers, unions, and other agencies were dealt with during the year.

Analyses show that an important feature of the Canadian economy since the beginning of World War II has been the steadily upward trend in wage rates. During the year ended October, 1950, the general index of wage rates rose by 5.5 per cent to reach a level of 215.9 in terms of 1939 as 100. This gain was slightly greater than the 1949 rise of 4.5 per cent but was substantially less than those which occurred in each of the three years immediately following the end of the war in 1945.

Collective Agreements.—The Department of Labour endeavours to obtain from employers and labour unions copies of all collective agreements. Agreements received are recorded by industry and the number of workers affected. Representative agreements are summarized each month in *The Labour Gazette.* Records are also kept and summaries made in *The Labour Gazette* of Orders in Council extending agreements under the Collective Agreement Act of Quebec, and of Orders in Council making binding schedules of wages and hours under the Industrial Standards Act, etc., of certain provinces. Inquiries received from officers of the Department, the International Labour Office, employers, unions and others as to various provisions to be found in agreements, many involving research work, were dealt with.

Various analytical and statistical studies on collective agreements were prepared: *Security Provisions in Collective Agreements of the Manufacturing Industry* was published in the October, 1951 issue of *The Labour Gazette; Cost-of-Living Escalator Clauses,* in the December issue; *Arbitration Provisions in Collective Agreements of the Manufacturing Industry,* in the March 1952 issue. Also published in *The Labour Gazette* were quarterly reviews of wage changes in collective agreements received by the Department of Labour, with a year-end review for 1951 appearing in the March 1952 issue.

The accompanying table gives data on workers covered by collective agreements for the principal industrial groups for the years 1946, 1949 and 1950. A more detailed table was published in *The Labour Gazette,* December 1951.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1941-50
(Rates in 1939 = 100)

Industry	1941	1945	1946	1947	1948	1949	1950
LOGGING	114·0	153·3	167·4	195·1	218·8	216·2	213·9
MINING	111·2	136·5	140·6	161·7	181·9	187·6	195·9
Coal mining	109·4	146·2	146·7	166·7	192·9	196·1	200·7
Metal mining	112·2	128·2	135·7	157·7	173·1	180·8	192·0
MANUFACTURING	115·2	146·5	161·5	183·3	205·9	217·9	230·7
Primary textile products	119·0	151·5	165·6	190·1	224·2	243·3	256·0
Clothing	118·0	156·3	176·2	189·5	205·9	212·0	217·3
Rubber products	117·1	143·4	167·7	190·1	213·7	217·6	228·8
Pulp and paper	109·5	127·3	148·6	173·8	193·6	194·4	206·1
Paper boxes and containers	115·5	138·5	151·6	175·8	202·3	223·4	234·8
Printing and Publishing	105·8	118·5	127·3	138·9	158·2	173·9	188·1
Wood products	117·7	156·1	178·3	205·2	226·2	238·8	257·6
Edible plant products	115·0	139·4	153·0	175·0	194·5	205·4	217·6
Fur products	113·7	140·5	150·7	170·5	195·6	206·6	215·2
Leather products	122·5	153·5	167·5	198·5	219·3	228·1	235·4
Edible animal products (Slaughtering and meat packing)	112·7	141·0	165·4	189·1	217·0	231·3	245·2
Iron and steel products	112·9	148·2	159·6	180·4	200·5	212·3	226·0
Tobacco and tobacco products	113·0	140·5	156·9	186·4	232·2	253·9	281·8
Beverages (Malt liquors)	113·3	127·9	148·4	160·7	182·9	199·7	210·4
Electric light and power	112·0	134·4	143·5	154·8	169·7	186·4	199·0
Electrical apparatus and supplies	123·2	156·8	169·1	195·5	225·6	236·5	253·0
CONSTRUCTION	111·6	131·1	143·9	155·0	176·3	184·2	194·0
TRANSPORTATION AND COMMUNICATION	109·7	128·8	143·5	149·3	174·3	175·9	187·3
SERVICE—LAUNDRIES	110·5	135·4	147·5	170·5	183·0	195·0	209·0
GENERAL AVERAGE	113·1	141·8	155·2	173·7	195·8	204·6	215·9

Strikes and Lockouts.—The Branch, in co-operation with the Industrial Relations Branch, is responsible for maintaining a record of strikes and lockouts in Canada. Information concerning this record will be found in the chapter of this report dealing with industrial relations.

Labour Organization in Canada.—An annual report on Labour Organization has been published since 1911. The purpose of the series is to provide each year statistical information on labour union membership in Canada as well as a directory of the unions and of their delegate organizations. The information is obtained mainly from a series of questionnaires sent to all union bodies of which we have record.

TABLE 2.—NUMBER OF WORKERS AFFECTED BY COLLECTIVE AGREEMENTS IN CANADA, 1946, 1949 AND 1950, BY INDUSTRY

Industry Group	1946	1949	1950		
	Total	Total	Agreements (other than those extended under Collective Agreement Act, Quebec)	Agreements extended under Collective Agreement Act, Quebec	Total *(a)*
	Number of Workers	Number of Workers	Number of Workers	Number of Workers	Number of Workers
Totals	995,736	*(b)*1,225,569	1,133,881	192,228	1,282,005
Agriculture	Nil	Nil	Nil	.....	Nil
Forestry, fishing, trapping	38,471	43,397	54,193	.....	54,193
Mining (including milling), quarrying, oil wells	48,823	*(b)* 48,312	56,241	40	56,250
Coal mining	23,254	22,332	21,788	.....	21,788
Metal mining	19,358	*(b)* 22,020	26,337	.....	26,337
Other	6,211	3,960	8,116	40	8,125
Manufacturing	494,187	*(b)* 591,732	569,591	84,220	618,613
Vegetable foods	24,623	26,322	22,950	322	23,253
Other vegetable foods	31,940	32,510	34,408	.....	34,408
Animal foods	22,575	21,864	19,486	.....	19,486
Leather and fur products	25,669	26,244	15,000	18,802	27,669
Textile products	76,850	94,333	87,553	31,682	102,611
Wood and paper products (including printing)	96,560	*(b)* 123,227	115,939	17,178	127,245
Iron and its products	135,618	164,683	163,665	13,558	171,903
Non-ferrous metal products	50,339	*(b)* 61,434	66,636	595	67,231
Non-metallic mineral products	15,795	*(b)* 19,352	21,324	843	22,167
Chemical products	11,325	15,114	15,988	1,230	15,988
Miscellaneous products	2,893	6,649	6,652	.....	6,652
Electricity, gas production and supply	15,754	20,940	24,134	.....	24,134
Construction	96,873	127,632	51,876	78,530	129,202
Transportation and communication	232,248	*(b)* 280,634	275,448	8,490	278,893
Electric railways and local bus lines	20,149	22,562	21,658	.....	21,658
Steam railways (including express)	139,298	157,535	157,888	.....	157,888
Water transportation (including stevedoring)	37,740	37,685	36,049	4,872	36,604
Other	35,061	*(b)* 62,852	59,853	3,618	62,743
Trade	20,828	36,205	26,423	11,444	36,345
Finance and insurance	*(c)*	*(c)*	Nil	*(c)*	*(c)*
Service	48,552	*(b)* 76,717	75,975	9,514	84,245

(a) These totals are not the sum of the numbers in the two previous columns. Duplications are eliminated. *(b)* Revised. *(c)* One agreement for several towns in Quebec included under "Trade" also includes employees of financial institutions.

Most of the "local unions" in Canada are branches of national or international unions, the latter having branches both in Canada and the United States. Canadian local unions are, in most cases, affiliated with either the Trades and Labour Congress of Canada, the Canadian Congress of Labour or the Canadian and Catholic Confederation of Labour in the province of Quebec. As a rule, Canadian locals which are branches of unions affiliated with the American Federation of Labor in the United States are affiliated with the Trades and Labour Congress of Canada, while those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses also has a number of purely Canadian organizations affiliated with it, either unions with a number of branches in different places, or strictly local unions which are directly chartered by them.

Of the international unions not affiliated with the Canadian Congresses, the most important are the four railway brotherhoods of engineers, firemen and enginemen, conductors, and trainmen. Most of the other railway unions in Canada are affiliated with the American Federation of Labor in the United States and with the Trades and Labour Congress in Canada, the chief exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers, which is affiliated with the Canadian Congress of Labour.

At December 31, 1950, the recorded membership in all unions in Canada which reported to the Department of Labour was 1,028,521, about 2 per cent higher than that of the previous year. This figure is the highest recorded by the Department.

More complete information, including a summary of *Labour Organization Events* during the past year, is contained in the annual report on *Labour Organization in Canada.*

Fatal Industrial Accidents.—The Department continued the compilation of statistics on fatalities resulting from accidents to workers during the course of their employment, or arising out of it or resulting from industrial diseases. Figures for such fatalities in the year 1951, classified by industrial groups, province of occurrence and cause, were published quarterly in *The Labour Gazette* and a summary for the calendar year, together with statistical analyses appeared in the issue of April, 1952, (pages 494 and 530).

Statistics dealing with industrial fatalities are compiled from reports received from the various provincial Workmen's Compensation Boards, the Board of Transport Commissioners, and certain other official sources. Press reports are used to supplement these data, particularly for those industries not covered by Workmen's Compensation legislation, such as agriculture, fishing and trapping and certain of the service groups.

The number of fatalities recorded during 1951 was 1,403 as compared with 1,277 (revised figure) for 1950.

Seventeen industrial accidents which caused the death of three or more persons in each case were reported to the Department in 1951. The most serious of these occurred on October 17, when twenty-one persons lost their lives as a result of an aircraft crash near Nanaimo, British Columbia. On July 21, seven crew members of a commercial aircraft operating on the Korean airlift were lost when their plane disappeared shortly after leaving Vancouver, British Columbia, on a flight to Anchorage, Alaska. At South Pond, Newfoundland, on September 19, seven persons died when the aircraft in which they were travelling crashed in landing. Fourteen other accidents resulted in multiple deaths, one of which involved six persons; two, five persons; one, four persons; and in each of the remaining ten cases, three persons.

Classification of accidents by causes showed that the largest number, 513, were caused by "moving trains, vehicles, etc." Fatalities resulting from causes in other classifications were "falling objects", 203; "falls of persons", 164; "dangerous substances", 157; "industrial diseases", 153; "striking against or being struck by objects", 40; "handling of objects", 22; "hoisting apparatus", 25; "working machines", 20; "prime movers", 15; "animals", 12; "tools", 2; and "other causes", 77.

The classification of industrial fatalities by province of occurrence showed that the largest number, 478 were in Ontario; 309 occurred in Quebec; 290 in British Columbia; 112 in Alberta; 61 in Manitoba; 50 in Nova Scotia; 43 in New Brunswick; 35 in Saskatchewan; 20 in Newfoundland; and 5 in the Yukon and Northwest Territories.

Analysis by industrial groups showed that there were 242 fatal accidents in transportation, storage and communications; 231 in manufacturing; 215 in construction; 188 in mining and quarrying; 181 in logging; 137 in service; 99 in agriculture; 53 in trade; 31 in electricity, gas and water production; 21 in fishing and trapping; and 5 in finance.

Certain statistics of non-fatal accidents, compiled from reports submitted by the various provincial Workmen's Compensation Boards covering the calendar year 1939 and the years 1943 to 1951, inclusive, were published in the April, 1952, issue of *The Labour Gazette*, (page 538).

In August, 1951, the Department arranged a conference in Toronto with representatives of all the provincial Workmen's Compensation Boards, for the purpose of drafting a co-operative Federal-Provincial program for the development of uniform accident statistics. As a result of this conference, uniform methods of compiling industrial accident statistics in the industries of mining, lumbering (including woods operations, sawmilling and pulp mills), construction and meat packing have been adopted. It is planned that if these methods prove successful they will be extended to other industries.

Hours and Working Conditions.—Information on normal hours, and other conditions of work including overtime payment, statutory holidays, annual vacations with pay, pension plans, etc., is obtained each year from employers throughout Canada. From these data, articles are prepared, usually on an industrial basis, and published regularly in *The Labour Gazette.*

The average normal work week for plant workers in Canadian manufacturing was 43.6 in October, 1951. This is a decrease of about 2 hours since 1947. More than one-third of the plant workers in 1951 were on a 40-hour week as compared with a proportion of less than one-fifth in 1947. To a large extent, the shortening has been effected by the elimination of Saturday work, about 70 per cent of the plant employees in manufacturing being on a 5-day week by October, 1951 as compared with about 50 per cent in 1947.

A similar, although more gradual, trend is seen in the figures for office employees whose work schedule is generally less than that for those in the plants. In 1951, the average for these workers in manufacturing was 38.6. In recent years, the proportion of office workers on a 37½ hour week has increased sharply. About half the office workers in manufacturing were on a work schedule of 37½ hours or less in 1951. More than three-quarters of the office employees were on a 5-day week.

Time and one-half is the usual overtime payment for work in excess of regular daily or weekly hours, and necessary work on Sundays and statutory holidays is, to a large extent, compensated at double the normal rate of pay.

A paid vacation of one week is received by virtually all employees, usually after a year or less of service. There is a growing tendency to increase this to two weeks with continued service. There is also evidence of considerable shortening of the service requirement for vacations of two weeks and longer.

Recent articles in *The Labour Gazette* have contained information on special wage clauses and certain so-called "fringe benefits" as reported in the annual survey.

Employment and Labour Market.—During the year under review, the Labour Market and the Employment Forecast Sections were amalgamated and renamed as indicated. This amalgamation permitted a consolidation of the clerical work in the section as well as the development of a closer relationship between the current and forecast employment analysis work.

In the early part of this period, particular attention was paid to problems of impending labour shortages. Special steps were taken to identify the key occupations in defence industries and to assess the current and prospective labour demand and supply situation for these potentially critical occupations. The problem of assessing the labour requirements of the defence production program was given considerable attention, in co-operation with other departments.

During the summer months, however, employment conditions began to change as lay-offs increased in many consumer goods industries. Numerous special reports were prepared analyzing the impact of these lay-offs on various labour market areas, particularly in central Canada. During the winter months particular attention was being paid to the problem of seasonal unemployment. A paper was prepared for the February 1951 meeting of the National Advisory Council on Manpower reviewing the extent of seasonal unemployment and mentioning some of the methods of coping with it.

An interdepartmental committee was established, as a sub-committee of the Interdepartmental Advisory Committee on Labour Statistics, to deal with the need for and the definition and measurement of defence employment. Early in 1951, this subcommittee presented its final report. Four comprehensive reports on the current manpower situation were prepared for the meetings of the National Advisory Council on Manpower.

Monthly articles continue to be compiled for publication in *The Labour Gazette* on current labour and employment conditions. Bi-monthly news releases summarizing the current manpower situation and regular monthly analyses of area and industry labour market conditions were prepared for senior government officials. Periodic reports were prepared on manpower developments in other countries and assistance was given to the completion of plans for a national registration should the need arise.

The Employment Forecast Survey, initiated in 1946, was continued. Direct 3 and 6-month forecasts of employment in the key manufacturing and primary industries were obtained in a quarterly survey from a group of approximately 400 selected firms operating about 800 establishments. These quantitative forecasts were supplemented by qualitative information related to the outlook for production and employment, the supply of labour, and other factors affecting employment, such as raw material supplies, domestic and export market prospects, inventories, plant expansion and the effects of government policies. This qualitative information was obtained by personal interview with responsible industrial executives. This information on employment prospects has been used by officials in the Department of Labour and in other government departments as one of the bases for anticipating probable employment trends and in the preparation of reports on Canada's employment and economic outlook.

Special Projects.—The Special Projects Section is responsible for three main types of work, the preparation of reports for the I.L.O. and other international agencies and research into the fields of immigration and agricultural labour.

During the fiscal year 1951-1952 some twenty reports were completed for the International Labour Office in connection with meetings of the Governing

Body, the International Labour Conference and sessions of the various industrial committees. A comprehensive report was compiled by the Section for the 1949-1950 International Labour Office Year Book. In addition many other reports were prepared for the United Nations and other international bodies, including a detailed report on full employment policies, practices and objectives in Canada.

One of the functions of the Special Projects Section is to carry out research work on the role played by post-war immigrants in Canadian economic life and their absorption into the Canadian labour force. Statistics on immigrant labour are collected and processed continually and records are kept up-to-date on the experience Canadian organizations and employers have had with immigrants. A bulletin was prepared and published on "Working and Living Conditions in Canada" primarily for the use of governmental and non-governmental agencies dealing with immigration overseas.

The Section has been maintaining a close contact with developments in the agricultural industry, with particular emphasis on the farm labour situation. Numerous reports have been prepared on various phases of farm labour. Further analysis was done on the 1946 Farm Labour Survey material and preliminary reports have been written on the subject. In addition, some assistance was given Professor D. L. MacFarlane of Macdonald College on carrying out surveys on farm labour mobility.

Occupational Analysis.—The main responsibility of the Occupational Analysis Section is to collect and analyze information on the character of Canadian occupations. Precise occupational information has practical application in the collection and interpretation of wage rates, industrial relations, training programs and the effective allocation of the work force.

During the fiscal year occupational wage-reporting schedules, already being used, were thoroughly revised in keeping with suggestions received from people in industry who used them for wage reporting. As in former years, very helpful co-operation was extended to the Department in this effort. Additional schedules were completed and put into operation.

Each schedule lists occupations which are considered to be representative of a specific industry and briefly describes each of them. Thus a higher degree of uniformity and standardization in the reporting of wage rates on an occupational basis is obtained.

During the year the Occupational Analysis Section co-operated with the Vocational Training Branch in survey and analysis work concerning apprenticeship and other formal training schemes in certain areas of Canadian industry. It also worked with other sections of the Economics and Research Branch in the development of information on critical occupations which were, or were apt to be, in short supply and in which a considerable period of training is required. Basic information of an occupational nature was also prepared at the request of immigration authorities for the use of their officials overseas. A representative of the Occupational Analysis Section continued to represent the Department on the Joint Services Job Analysis Committee of the Department of National Defence. At the close of the year plans were being formulated for relating service and civilian occupations.

New numbers were issued in the "Canadian Occupations" series of monographs and pamphlets, entitled "Foundry Occupations", "Technical Occupations in Radio and Electronics", "Social Worker", "Lawyer", "Forge Shop Occupations" and "Tool and Die Maker". In several cases a single publication included a number of individually specialized occupations. All were issued in both English and French editions.

Other numbers in preparation include "Non-professional Hospital Occupations", "Bakery Occupations", "Railroad Occupations", "Draughtsmen", "Stationary Engineers", and "Occupations in the Aircraft Industry". A special pamphlet is also being prepared to acquaint senior students in secondary schools with those engineering and scientific professions for which a larger university enrolment is desirable.

The public demand for the monograph and pamphlet series has continued to grow, well over 1,500 individual requests for copies or sets having been received during the year. Besides the normal enquiries from Canadian educational institutions, guidance workers, public libraries, union officials, personnel men in industry, publications, students and private individuals, an increasing number came from prospective immigrants and from New Canadians. Demand for French editions of the series indicates a long-felt need for this type of information in the French language.

The majority of these monographs and pamphlets are distributed through the provincial Departments of Education, the National Employment Service, the Federal Departments of Citizenship and Immigration, Veterans Affairs, and External Affairs.

Over twenty Commonwealth and foreign countries are represented in the mailing list for these publications.

Many enquiries on occupations not yet included in the series have been serviced. Data on all major occupational fields is kept up to date by daily research.

Technical Personnel.—This division maintains a detailed inventory of architects, engineers and scientists in Canada. The files of the graduating classes of 1951, numbering some 4,700 were added to the roster and there is now a total of approximately 60,000 records on file. Questionnaires have also been distributed to the different universities in order to secure a record of each prospective 1952 graduate.

The project for reviewing the earlier records and bringing all the files up to date has been the main undertaking during the current year. Various professional membership lists have been checked and other available sources consulted in order that correct mailing addresses might be secured. In order to facilitate the analysis of the returns, the information is being put on punch cards for mechanical tabulation. The results will be released through the quarterly bulletins.

Considerable study was devoted to the question of supply and demand in engineering and scientific fields in view of the much lower enrolment at the universities due to the completion by war veteran students of their post-war university training. It appears that the annual output of new graduates may fall short of anticipated requirements for the time being. The extent of the shortage will vary as between different branches of science and engineering. The shortage must be considered of course in the light of the unusually large additions to the total supply from the graduating classes of the years 1949 to 1951. The median starting salary for 1951 graduates was found to be about $250 per month.

Information on the supply of technical personnel was made available to those concerned through the quarterly bulletins.

VIII.—LABOUR GAZETTE

With over a half a century of publication, *The Labour Gazette* continues to follow the general policy laid down by its founder and first editor, the Rt. Hon. W. L. Mackenzie King. That policy as set forth in the first issue (September, 1900) stated: "*The Labour Gazette* is an official publication by the Dominion Government . . . . It is the Journal of the Department of Labour and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects."

Throughout its history *The Labour Gazette* has reflected the many and varied changes that have taken place in industrial and labour relations and social conditions in Canada. It has never deviated from its original purpose of reporting objectively and factually the current trends in labour and industry.

In conformity with this practice, *The Labour Gazette*, during the fiscal year under review, published records of labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, labour-management co-operation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, Canadian Government Annuities, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the Canada Labour Relations Board. Numerous special articles on the economic and social aspects of labour problems, many of which were prepared by the Economics and Research Branch, also appeared in the various issues.

In addition, *The Labour Gazette* contained articles on social, industrial and economic conditions in Great Britain, the United States and other countries, especially where these were in some degree analogous to those in Canada.

The proceedings of the International Labour Organization, the 83rd annual conference of the British Trades Union Congress and meetings of the International Confederation of Free Trade Unions received comprehensive coverage. There were occasional articles on economic stabilization, social security, rehabilitation and related material from other Government departments.

The subscription rate remained at one dollar per year for Canadian subscribers, with a special rate of fifty cents per year to groups of 10 or more to accommodate the requirements of trade union locals, students, and companies wishing to subscribe for their staffs, and $3.00 a year outside of Canada.

At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at five dollars a volume.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 17,820 (14,451 in English, 3,369 in French) of which the paid circulation accounted for 10,365 (8,348 English, 2,017 French) and complimentary circulation for 7,455 (6,103 English and 1,352 French). Thus the paid circulation was 58·1 per cent of the total distribution. During the previous fiscal year, when the average monthly distribution was 15,419 (12,551 in English and 2,868 in French), the monthly paid circulation—7,999 was 51·9 per cent of the total distribution.

At the end of the fiscal year, 199 paid subscriptions were being sent to points outside Canada's borders.

IX.—INFORMATION BRANCH

Since its creation on January 1, 1943, the Information Branch has provided a wide variety of information and publicity services for various departmental activities in line with the policy of the Department to keep the public and the press fully informed on the legislation it administers, as well as on the activities of all Federal agencies in the labour field. These activities include press liaison services for the National Advisory Council on Manpower, National Advisory Committee on the Rehabilitation of the Disabled, the Canadian Vocational Training Advisory Committee, Federal-Provincial Farm Labour Conference and the National Employment Committee.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the fiscal year, 178 news releases were issued.

A brief digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in bulletin form, was distributed twice a month to employers and employer groups, leading trade unions, and others interested in the subjects covered. Circulation of this publication, which is almost entirely on a request basis, increased during the year reaching 31,200 (semi-monthly) at March 31, 1952. In addition, several thousand extra copies of certain issues were requested by interested groups, and certain issues were used as pamphlets for distribution at Exhibitions.

The Department found it necessary to carry out advertising campaigns to inform the public as to the requirements of the Veterans Reinstatement in Civil Employment Act, the regulations connected with the Registration of Lake Seamen, Canadian Government Annuities, employment opportunities in agriculture and woods work. Newspapers and other publications, radio stations, posters, photographs, films and circular letters were used in the various campaigns.

The Branch designed and assisted in the preparation and circulation of departmental exhibits publicizing the services available through the Department and the Unemployment Insurance Commission. The theme of the 1951 exhibit was "Hire the Handicapped". Some thirty-seven fairs and exhibitions from coast-to-coast had either the new exhibit or one designed previously. It was estimated that the exhibits were available for viewing by more than seven million people. A special pamphlet in French and English, designed to assist in the placement of physically handicapped, was distributed together with other pamphlets.

A weekly radio program called "Canada at Work", previously entitled "The People Ask", prepared by the Branch, was broadcast over forty-six Canadian stations throughout the year. This program, operating continuously since September 1942, brings current information on labour and related matters before the public.

In keeping with a policy of the Department to assist provincial Governments and associated agencies and employer and employee associations working in the field of accident prevention, preparation of a series of films under the heading "Accidents Don't Happen, They're Caused" was begun in 1946. The sixth film, "Safety Supervisor", was completed in February, 1952. During the year, the Director of Information was named Secretary of a Canadian Standards Association Committee of federal and provincial officials, set up to formulate a National Safety Code for the Woodworking Industry.

The Department assisted the National Film Board financially in the development of an industrial film preview library, consisting of films selected by the Information Branch. Groups of these films were again distributed during the year by the Film Board throughout the country, as a service to employers, and with a view to encouraging the formation of community industrial film councils.

During the postwar years, in co-operation with other Government agencies, the Department of Labour has conducted an educational campaign designed to encourage the employment of the older worker. This campaign included the making of a film "Date of Birth" prepared in co-operation with the National Film Board and released in 1950. This film has been well received throughout Canada and there is still a steady demand for screenings.

The Branch conducted liaison with other departments in all labour matters pertaining to veterans. It publicized the extension of the Reinstatement Act to enlistees during present emergency, and handled enquiries concerning reinstatement rights under the Act.

X.—LABOUR LEGISLATION

The Legislation Branch collects information on labour law in Canada and abroad and makes it available through special publications and through articles in *The Labour Gazette.*

An annual report on Labour Legislation in Canada has been issued by the Department since 1915. It contains the text or a summary of the federal and provincial statutes and statutory orders affecting labour. The 1915, 1920, 1928, 1937 and 1948 reports are in the form of a consolidation of all labour laws on the statute books of Canada and the provinces at the end of those respective years. Reports for intervening years ordinarily cover only the legislation enacted during the year, but exception was made in years when there were statute revisions in one or more provinces. In the fiscal year 1951-52, preparation of material covering developments in the years 1949 and 1950 was completed and will be available for distribution during 1952.

During the fiscal year 1951-52 revised editions of *Workmen's Compensation in Canada: A Comparison of Provincial Laws;* and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-Day* and *Workmen's Compensation* were issued.

Labour laws enacted by the Parliament of Canada and the provincial legislatures are summarized for *The Labour Gazette* at the close of the sessions. A monthly summary of regulations made by administrative authorities under federal and provincial legislation and reviews of judgments of the Courts in labour cases are also published in *The Labour Gazette.* Special articles on various branches of labour law are published from time to time.

In connection with reports that Canada is required to make under the Constitution of the International Labour Organization, comparisons of the standards established by Canadian legislation with the standards set out in International Labour Conventions and Recommendations have been undertaken. During the year studies were completed in respect to minimum wage-fixing machinery, hours of work, weekly rest, and protective legislation for young workers employed in coal mines.

During the year under review there has again been a large number of requests for publications, and the Branch has provided information in response to numerous inquiries from other governments in Canada and abroad and from specialists in labour law, students, business firms, and the general public.

The Canadian Association of Administrators of Labour Legislation was formed in May, 1938. The objects of the organization, which consists of all federal and provincial departments or boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement and to bring about greater uniformity in the legislative standards of the provinces through the exchange of information and by annual conferences. The provinces pay an annual membership fee of $25. The federal Department of Labour provides the services of a Secretary-Treasurer and bears the cost of reporting and distributing to the members reports of proceedings of the annual conference. Because of war conditions no conferences were held from 1944 to 1947.

At the tenth annual meeting of the Association, which was held in Victoria, September 10-12, 1951, the Federal Department of Labour and eight provinces were represented. The subjects discussed were: government labour publications,

apprenticeship, minimum wages and industrial standards legislation, and safety codes of the Canadian Standards Association. The eleventh conference will be held in Halifax from September 8-11, 1952.

Topics which have been discussed at earlier sessions of the Association include minimum wages, industrial standards, maximum hours of work, conditions of Government contract work, accident prevention, labour statistics, labour inspection, industrial safety, employment of women and children, apprenticeship and vocational training, trade unions, collective bargaining, industrial disputes, conciliation methods in industrial disputes, such wartime policies as the stabilization of wages and the control of labour, Canada and the International Labour Organization, the place and function of the Canadian Standards Association in industrial safety, and the organization of a provincial department of labour.

XI.—THE LIBRARY

The Library of the Department of Labour was established with the formation of the Department in 1900, and serves as a source of information for the Department of Labour, other Government Departments and Agencies, and the general public. A marked increase was shown in the interest and use made of the library during the fiscal year.

Selected lists of new books available are published monthly in *The Labour Gazette.*

The Library preserves all publications of the International Labour Organization, as well as the chief publications on Labour issued by the Governments of other countries. In addition, copies of all publications of the Department are preserved, together with the constitutions and proceedings of all Canadian labour unions, those of Commonwealth countries, international unions, and the chief unions of the United States and other countries.

The Department is taking steps to have older Canadian Trade Union papers microfilmed for easy reference and as a means of preservation.

XII.—REINSTATEMENT IN CIVIL EMPLOYMENT

By the Veterans Benefit Act, 1951, the Government of Canada has extended and made applicable the provisions of the Reinstatement in Civil Employment Act, 1946, to all persons enlisting in the Regular Forces of Canada after July 5, 1950, and who serve therein for a term not exceeding three years.

This provision also extends to members of the Special Force who re-engage for service with the Regular Forces, the three-year coverage period beginning with the date of re-engagement.

This provision extends as well to members of the Reserve Forces who, after July 5, 1950, are called out for service with the Regular Forces and serve with the Regular Forces for a period not exceeding three years.

By an Order in Council passed in 1950 under the Canada Forces Act the provisions of the Reinstatement in Civil Employment Act, 1946, were extended to members of the Special Force and members of the Reserve Forces who serve on the strength of the Special Force. The reinstatement provisions of this Order in Council have now been incorporated in the provisions of the Veterans Benefit Act, 1951.

Under the Reinstatement in Civil Employment Act, a discharged person may claim reinstatement either verbally or in writing, usually within three months of discharge in Canada or four months if discharged overseas. There is provision for extension of this time when, through a condition of health, the employee cannot return to his employment as soon as this, but the employer must be notified in three or four months, as the case may be, and the employee should consult a Reinstatement Officer.

The Act requires that an employee be reinstated under conditions not less favourable than he would have enjoyed had he continued on in employment instead of joining the Forces.

XIII.—GOVERNMENT EMPLOYEES COMPENSATION

The Government Employees Compensation Act 1947, Chapter 18, Statutes of Canada 1947 as amended by Chapter 16, Statutes of Canada 1951, provides compensation where employees of Her Majesty are killed or suffer injuries or industrial diseases in the performance of their duties. The Act came into force on April 1, 1947, and the Government Employees Compensation Act, Chapter 30, Revised Statutes of Canada 1927, was repealed.

Administration of the Act.—The departmental administration of the Act, formerly under the jurisdiction of the Department of Transport, was transferred to the jurisdiction of the Department of Labour effective January 1, 1950, by Order in Council P.C. 6470, dated December 22, 1949.

All matters relative to the administration of the Act, including matters of policy and procedure, matters pertaining to the interpretation of the various Compensation Acts, the furnishing of the necessary funds for the payment of compensation and the auditing of expenditures under the Act, have been dealt with by the Department of Labour through the Employees Compensation Branch as and from January 1, 1950.

Funds for the Payment of Compensation.—Any compensation or costs awarded under the Act are paid by the Minister of Finance out of any unappropriated moneys in the Consolidated Revenue Fund of Canada.

Compensation Provided.—The Act provides that an employee who is caused personal injury by accident arising out of and in the course of his employment or is disabled by reason of an industrial disease due to the nature of his employment, and the dependents of an employee whose death results from such an accident or industrial disease, shall be entitled to receive compensation at the same rate as is provided for an employee of a person other than Her Majesty under the law of the province in which the accident occurred or the industrial disease was contracted, and the right to and the amount of compensation shall be determined under such law and in the same manner and by the same board, officers or authority as that established by such law for determining compensation in cases of employees other than of Her Majesty.

Provinces of Newfoundland, Nova Scotia, Prince Edward Island, New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia.—All of the above-mentioned provinces have Workmen's Compensation Acts administered by provincial Boards. All accidents happening and industrial diseases contracted in these provinces are reported to the provincial Boards and the right to and the amount of compensation determined by such Boards. Any compensation awarded is paid from funds deposited with the Boards for that purpose and a proper accounting is rendered to the Department.

Yukon Territory and the Northwest Territories.—There is a Workmen's Compensation Ordinance in the Yukon Territory which provides certain compensation for workmen who are injured in the course of their employment. There is, however, no Workmen's Compensation Board.

Section 5 of the Government Employees Compensation Act, as amended by Chapter 16, Statutes of Canada 1951, provides that where an employee ordinarily resident in the Yukon Territory or the Northwest Territories is caused personal injury or is killed by accident arising out of and in the course of his employment, or is disabled or his death is caused by an industrial disease due to the nature of his employment, while employed in the Yukon Territory or

the Northwest Territories, such accident or industrial disease shall for the purposes of this Act be deemed to have occurred or been contracted in the province of Alberta.

Any claims arising under Section 5 of the Act since May 31, 1951, the date Chapter 16 amending the Act was assented to, have been dealt with by the Alberta Workmen's Compensation Board under the provisions of the Alberta Workmen's Compensation Act.

Section 6 of the Government Employees Compensation Act provides that where an employee ordinarily resident in a province, other than the Yukon Territory or the Northwest Territories, is caused personal injury or is killed by accident arising out of and in the course of his employment, or is disabled or his death is caused by an industrial disease due to the nature of his employment, while employed in the Yukon Territory or the Northwest Territories, such accident or industrial disease shall for the purposes of this Act be deemed to have occurred or been contracted in the province in which the employee was ordinarily resident.

Any claim arising under Section 6 of the Act is dealt with and settlement made through the Board of the province in which the employee was ordinarily resident. The usual procedure relative to the settlement of a claim arising from an accident happening or an industrial disease contracted in such province is followed.

Accidents Happening to or Industrial Diseases Contracted by Employees While Outside of Canada.—Section 7 of the Government Employees Compensation Act provides that where an employee, other than a person engaged locally outside of Canada, is caused personal injury or is killed by accident arising out of and in the course of his employment, or is disabled or his death is caused by an industrial disease due to the nature of his employment, while employed outside of Canada, such accident or industrial disease shall for the purpose of this Act be deemed to have occurred or been contracted in the province in which the employee was ordinarily resident immediately prior to his entering upon such employment.

Any claim arising under Section 7 of the Act is dealt with and settlement made through the Board of the province in which the employee was ordinarily resident immediately prior to his employment outside of Canada. The usual procedure relative to the settlement of a claim arising from an accident happening or an industrial disease contracted in such province is followed.

TABLE 1.—NUMBER OF ACCIDENTS AND INDUSTRIAL DISEASES REPORTED UNDER THE ACT, DURING THE FISCAL YEAR 1951-52.

Province	Number of Claims						
	Pension	Compensation	Full Salary	Medical Aid	Rejected	Fatal	Total
Newfoundland	.....	38	18	167	2	.....	225
Prince Edward Island	.....	26	6	16	.....	.....	48
Nova Scotia	2	187	85	848	1	.....	1,123
New Brunswick	.....	89	57	198	1	.....	345
Quebec	19	377	519	1,216	43	5	2,179
Ontario	7	603	632	3,264	18	4	4,528
Manitoba	1	143	94	402	9	.....	649
Saskatchewan	1	99	72	202	1	.....	375
Alberta	2	269	146	647	3	.....	1,067
Alberta (Yukon and Northwest Territories Claims)	.....	64	10	61	.....	.....	135
British Columbia	7	365	280	1,491	5	5	2,153
Yukon and Northwest Territories (Payments direct from Ottawa)	.....	11	2	17	.....	.....	30
Totals	39	2,271	1,921	8,529	83	14	12,857

TABLE 2.—EXPENDITURES UNDER THE ACT, DURING THE FISCAL YEAR 1951-52.

Province	Claims	Administration Expenses of Boards	Total
	$ cts.	$ cts.	$ cts.
Newfoundland	6,010 45	.....	6,010 45
Prince Edward Island	6,104 27	.....	6,104 27
Nova Scotia	86,194 76	.....	86,194 76
New Brunswick	25,815 05	.....	25,815 05
Quebec	230,542 41	11,534 50	242,076 91
Ontario	428,753 43	17,592 00	446,345 43
Manitoba	55,643 36	11,156 44	66,799 80
Saskatchewan	43,181 30	2,362 64	45,543 94
Alberta	78,752 52	7,488 32	86,240 84
Alberta (Yukon and Northwest Territories Claims)	15,585 58	.....	15,585 58
British Columbia	226,152 79	14,928 54	241,081 33
Yukon and Northwest Territories (Payments direct from Ottawa)	5,778 43	.....	5,778 43
Totals	1,208,514 35	65,062 44	1,273,576 79
Less Receipts	170,094 73	12,010 57	182,105 30
Net Expenditures 1951-52	1,038,419 62	*53,051 87	1,091,471 49

* Amounts shown are the actual amounts paid to the various Provincial Workmen's Compensation Boards during the Fiscal Year 1951-52 in payment of charges made by the Provincial Boards for the Calendar Year 1950.

XIV.—MERCHANT SEAMEN COMPENSATION

The Merchant Seamen Compensation Act, Chapter 58, Statutes of Canada 1946, was assented to on August 31, 1946.

Claims arising from accidents happening to merchant seamen were dealt with, prior to August 31, 1946, under the provisions of the Merchant Seamen Compensation Regulations 1945, made under the War Measures Act, Order in Council P.C. 4755, July 17, 1945, effective August 1, 1945. These regulations were revoked by an amendment to The Merchant Seamen Compensation Act, June 27, 1947.

The powers, duties and functions of the Minister of Transport under the Act, Section 2 (h), were transferred to the Minister of Labour by Order in Council P.C. 744, February 17, 1950.

Definition of Seaman.—Under Section 2 (i) of the Act, "seaman" means every person, except pilots, apprenticed pilots and fishermen, employed or engaged on

(1) a ship registered in Canada; or

(2) a ship chartered by demise to a person resident in Canada or having his principal place of business in Canada,

when such a ship is engaged in trading on a foreign voyage or on a home trade voyage, as these voyages are defined in the Canada Shipping Act, 1934; and, if so ordered by the Governor in Council, includes a seaman engaged in Canada and employed on a ship that is registered outside of Canada and operated by a person resident in Canada or having his principal place of business in Canada when such ship is so engaged.

Compensation.—The employer of a seaman injured by reason of an accident arising out of and in the course of his employment is required to pay compensation in the manner and to the extent provided by the Act. Compensation is paid by the employer direct.

No compensation is payable under the Act where a seaman or his dependents are entitled to claim compensation under the Government Employees Compensation Act or under any provincial Workmen's Compensation law.

Insurance.—The employer is required to cover by insurance or other means satisfactory to the Board the risks of compensation arising under the Act. It is the usual practice to cover such risks by an insurance policy.

Administration.—The Act is administered by a Board duly appointed by the Governor in Council in accordance with Section 3 of the Act. There were no changes in the personnel of the Board during the fiscal year. Details in connection with the administration of the Act are carried out by the staff of the Employees Compensation Branch of the Department of Labour under the supervision of the Secretary of the Board. The Secretary is authorized by the Board to pass upon all settlements of temporary disability claims which are in accordance with the provisions of the Act and are not disputed by the employer or the employee, without reference to the Board. All claims in dispute are placed before the Board for a decision. Details in all permanent disability and death cases are also placed before the Board and awards in such cases are approved by the Board.

Statistics.—During the fiscal year, a total of 70 companies were subject to the provisions of this Act and a total of 62 claims for compensation were received by the Board.

Four meetings were held by the Board during the year at which a total of 16 claims were dealt with by the Board. Three claims for compensation were disallowed. Six awards in permanent disability cases and two awards in death cases were approved.

XV.—INTERNATIONAL LABOUR ORGANIZATION

The purpose of the International Labour Organization is to promote social justice by improving industrial conditions in all countries of the world through international agreements and national legislative action and collective agreements, thus providing a solid basis for universal lasting peace and prosperity. Established in 1919 as an autonomous associate of the League of Nations, it has become by an agreement signed in 1946 a specialized agency of the United Nations. At present there are 65 member nations in the Organization, which is democratically governed by representatives of the governments, of the organized employers and of the organized workers in each of these countries.

After a wartime sojourn in Montreal, the headquarters of the I.L.O. was returned to Geneva, Switzerland, where the Director-General, Mr. David Morse, supervises an expanded program for the improvement of working and living conditions, migration and manpower utilization, and technical assistance for under-developed countries, in co-operation with the United Nations and other specialized agencies, such as FAO, WHO, and UNESCO. Branch offices of the I.L.O. are maintained in London, Paris, Rome, New Delhi, Shanghai, Washington and Ottawa. The Director of the Canada Branch is Mr. V. C. Phelan of Ottawa.

Although far from accomplishing all its aims, the International Labour Organization has registered many solid achievements during the thirty-three years of its development. One hundred Conventions have been adopted, which have received 1244 ratifications up to February, 1952. In addition, ninety-two Recommendations have been adopted. These Conventions and Recommendations cover a wide variety of vital subjects, such as: freedom of association, employment and unemployment (employment services, national development schemes, provision for unemployment, the organization of employment during the transition from war to peace); general conditions of employment (wages, hours of work, weekly rest periods, and annual holidays with pay); the employment of children and young persons (age for admission to employment, medical examinations for fitness for employment, vocational training and apprenticeship, night work); the employment of women (maternity protection, night work, employment upon unhealthy work); industrial health, safety and welfare; social security; industrial relations; labour inspection; maritime labour; social policy in non-metropolitan territories; migration; and labour statistics. A Convention when adopted does not come into force until ratified by two or more member countries. All I.L.O. members must submit an adopted Convention to their competent authorities for consideration within eighteen months. Those countries which ratify a Convention must pass laws to implement it, and are required to make annual reports on progress toward its objectives.

Goals for achievement have been charted out in important phases of economic activity, such as the international labour code of Conventions and Recommendations, the maritime code, the safety codes for industries, and the technical assistance program for underdeveloped countries. In addition, the various I.L.O. conferences and meetings have brought together representatives of governments, employers and workers from all parts of the world in a democratic forum where they can become better acquainted and speak their minds freely during the process of planning industrial and social progress for all mankind.*

* Fuller details concerning the organization and activities of the International Labour Organization can be obtained from such I.L.O. publications as the International Labour Review, Industry and Labour, and other regular and special reports.

Canada's Part in the I.L.O.

Canada has been a loyal member of the I.L.O. since its first session in 1919, and the Department of Labour is the official liaison agency between the Canadian Government and the I.L.O., a special branch having been set up in the Departdent to be responsible for this important part of its work, including Canadian representation at the Annual Conference as well as meetings of the various committees and commissions of the Organization.

During the fiscal year under review, Canada was represented at the 34th Session of the International Labour Conference (Geneva); at the 115th, 116th, 117th and 118th sessions of the Governing Body (Geneva); at meetings of the Coal Mines Industrial Committee (Geneva), and the Inland Transport Industrial Committee (Geneva); at a Session of the Joint Maritime Commission (Geneva); at a Preliminary Migration Conference (Naples); and at a Session of the Inter-American Social Security Conference (Mexico City). Canada also has members on I.L.O. Advisory and Correspondence Committees of Experts on the subjects of accident prevention, indigenous labour, industrial hygiene, women's work, juvenile work, hygiene of seafarers, recreation, agriculture and migration.*

International Labour Conference

The Annual Conference acts as the legislative body of the International Labour Organization, and its 34th Session in June 1951 brought together a record total of 603 government, employer and worker delegates, representing 60 member countries. In accordance with the I.L.O. Constitution, most of the countries sent tripartite delegations, including representatives of employer and worker organizations, as well as Government members. The Conference increased the number of Member Countries by voting to admit the Federal Republic of Germany and to re-admit Japan to membership. In addition, Yugoslavia resumed membership after an absence of two years, bringing the total membership of the I.L.O. to 65 nations.

A summary of the accomplishments of the Conference follows: A Convention was adopted on the question of equal pay for men and women workers for work of equal value. The Convention was supplemented by a Recommendation. Recommendations were adopted on collective agreements and on voluntary conciliation and arbitration. A Convention was adopted on minimum wage-fixing machinery in agriculture, supplemented by a Recommendation. The Conference gave first discussion (with a view to final decision at next year's session) to a proposed text setting forth minimum standards for the various aspects of social security. It agreed to give first discussion next year to the question of advanced standards of social security. First discussion was also given to a proposed Recommendation on co-operation between public authorities and employer and worker organizations, and to proposed texts on holidays with pay in agriculture.

The adoption by the Conference of two Conventions brought to 100 the total of Conventions approved by the I.L.O. since its establishment in 1919. The total of Recommendations now stands at 92. In addition to its work of formulating international Conventions and Recommendations, the Conference carried on its customary task of reviewing the way in which member countries are applying the texts adopted in previous years. It devoted twelve plenary sittings to a debate on the annual report of the I.L.O. Director-General, David A. Morse. It also adopted a budget of $6,224,922 to finance the I.L.O.'s operations in 1952. The Canadian delegation at this Session was headed by Dr. A. Mac-

* Fuller details on the deliberations of most of these I.L.O. Conferences and Committee meetings can be found in various issues of *The Labour Gazette*.

Namara, C.M.G., Deputy Minister of Labour for Canada, and Canadian Government Representative on the I.L.O. Governing Body. Dr. MacNamara spoke in the debate on the Report of the Director-General (see *The Labour Gazette* for July 1951).

Governing body

The Governing Body acts as the executive of the International Labour Organization. As one of the leading industrial nations of the world, Canada has one of the eight non-elective seats on the Governing Body. Dr. A. MacNamara, C.M.G., is the Canadian Government member on the Governing Body; H. Taylor, O.B.E., of the Canadian Manufacturers' Association, is a deputy member of the employer group, and C. Jodoin, of the Trades and Labour Congress, is a deputy member of the worker group of the Governing Body.

At the four sessions held in this year, the Governing Body decided the agenda of the Annual Conference for 1953 and the Industrial Committee Sessions for 1952; authorized the holding of Regional Conferences and meetings of Industrial Committees and Committees of Experts; approved the I.L.O. Budget for 1953; studied reports of its Committees on finance, allocations, staff questions, technical assistance, manpower, application of conventions and recommendations, etc., with a view to the best methods of putting their decisions into effect. Governing Body Committees and Commissions were re-organized to improve their effectiveness, and experts from all parts of the world were re-appointed for three-year terms to various Advisory and Correspondence Committees.

Industrial Committees

Of the eight Industrial Committees of the I.L.O., only two met in the fiscal year 1951-52. Each Industrial Committee considered the action taken by the member countries and by the International Labour Office on the resolutions of the previous sessions, and the general developments in the industry since the last session, in addition to the following problems of the particular industries: *Coal Mines Committee (Fourth Session)*: Hours of Work, and Productivity. *Inland Transport Committee (Fourth Session)*: Labour Problems Affecting Co-ordination of Transport.

Other Conferences

The Joint Maritime Commission held its sixteenth session in Geneva in May, 1951 to consider the following agenda: (1) Desirability of holding a conference to discuss the conditions of employment of Asian seafarers; (2) Desirability of holding a conference to discuss conditions of employment in the short-sea trades of West and North-West Europe; (3) Review of the progress of ratification of the Seattle Conventions and consideration of the desirability of revising Convention No. 93; Wages, Hours of Work on Board Ship and Manning (Revised); (4) Consideration of items on the agenda of the Second Session of the Joint I.L.O./W.H.O. Committee on the Hygiene of Seafarers; (5) Report of the Director-General (including a progress report on the study of fishermen's conditions of employment). Resolutions were passed for further study and necessary action on these subjects.

The I.L.O. convened an International Migration Conference in Naples, in October 1951, to study the following agenda: (1) Action taken by emigration and immigration countries and by the international organizations concerned to give effect to the conclusions of the Preliminary Migration Conference; (2) Best form of international co-operation to further European migration; and (3) Programme of practical action for the future. A Consultative Council on European Migration was set up to consider questions of policy in connection with migration from Europe overseas, but not to undertake operational functions.

Resolutions were also passed on advisory and operational services, accommodation and welfare of migrants on board ships and aircraft, and basic principles and criteria for the medical examination of migrants.

The Fourth Inter-American Social Security Conference is meeting from March 24 to April 5, 1952, to consider the following agenda: (1) Report of the Secretary-General; (2) Extension of social security to agricultural workers; (3) General family allowances; and (4) Medical and pharmaceutical problems in social security.

Ratifications

In September, 1951, Canada ratified Convention No. 58 concerning Minimum Age for Employment at Sea. Canada has now ratified eighteen I.L.O. Conventions, as follows:

No. 1—Hours of Work (Industry) Convention, 1919 (First Session)

No. 7—Minimum Age (Sea) Convention, 1920 (Second Session)

No. 8—Unemployment Indemnity (Shipwreck) Convention, 1920 (Second Session)

No. 14—Weekly Rest (Industry) Convention, 1921 (Third Session)

No. 15—Minimum Age (Trimmers and Stokers) Convention, 1921 (Third Session)

No. 16—Medical Examination of Young Persons (Sea) Convention, 1921 (Third Session)

No. 22—Seamen's Articles of Agreement Convention, 1926 (Ninth Session)

No. 26—Minimum Wage-fixing Machinery Convention, 1928 (Eleventh Session)

No. 27—Marking of Weight (Packages Transported by Vessels) Convention, 1929 (Twelfth Session)

No. 32—Protection Against Accidents (Dockers) Convention (Revised), 1932 (Sixteenth Session)

No. 58—Minimum Age (Sea) Convention (Revised), 1936 (Twenty-Second Session)

No. 63—Convention Concerning Statistics of Wages and Hours of Work, 1938 (Twenty-Fourth Session)

No. 68—Food and Catering (Ships' Crews) Convention, 1946 (Twenty-Eighth Session)

No. 69—Certification of Ships' Cooks Convention, 1946 (Twenty-Eighth Session)

No. 73—Medical Examination (Seafarers) Convention, 1946 (Twenty-Eighth Session)

No. 74—Certification of Able Seamen Convention, 1946 (Twenty-Eighth Session)

No. 80—Final Articles Revision Convention, 1946 (Twenty-Ninth Session)

No. 88—Employment Service Convention, 1948 (Thirty-First Session)

General Activities

An important part of the work of the Department of Labour as the official liaison agency with the International Labour Organization is the preparation of replies to I.L.O. questionnaires and enquiries on a wide variety of topics dealing with the economic and industrial life of Canada, in co-operation with other Departments of the Canadian Government, the Provincial Governments, and the most representative organizations of employers and workers in Canada.

In addition to annual reports on all ratified conventions and periodical reports on a number of unratified conventions and recommendations, reports were compiled and sent forward to Geneva in the fiscal year 1951-52 on a wide range of other subjects, for example: cost of social security, survey of retail prices and wages, productivity in the metal trades, social services and wages in the petroleum industry, international co-operation to further European migration, protection of the health of workers, co-operation between employers and workers, labour productivity statistics, protection of young workers in coal mines, and developments in the chemical and iron and steel industries.

Canadians are playing an important part in the United Nations Technical Assistance Program; of about twenty-five Canadian experts who have given their services overseas, seven were selected by the International Labour Office to fill assignments in various countries under this program. Of this number, Dr. E. P. Laberge of the Unemployment Insurance Commission, Ottawa, has completed an assignment and returned home, but the following six were still abroad in such service at the end of the fiscal year: J. Albert Landry, Assistant Director of the Technical School at Shawinigan Falls, Que. (Industrial Training); Brig. J. E. Lyon, Department of Labour, Ottawa (Vocational Training); Robert Byron, Chief of the Industrial Arts Division, Department of Education, Edmonton, Alta. (Vocational Education); Gabriel Rousseau, Apprenticeship Advisor to the Government of Quebec (Apprenticeship); J. A. Bouthillier, Unemployment Insurance Commission, Montreal, Que., (Employment Service Organization); and A. Kerr, Department of Labour, Ottawa (Occupational Analysis).

The Department of Labour has recently issued a useful pamphlet entitled: "Canada and the International Labour Organization", which summarizes the many aspects of the work of the International Labour Organization, and Canada's part in this program of industrial and social advancement.

In these and other ways, Canada is fulfilling its obligations as one of the leading industrial member states of the International Labour Organization.

XVI.—NATIONAL ADVISORY COUNCIL ON MANPOWER

As stated in last year's report the National Advisory Council on Manpower was established on February 1, 1951, to advise the Minister of Labour on matters relating to the most effective utilization in the national interest of the present and potential work force of Canada.

The membership of the Council consists of the Clerk of the Privy Council and the Deputy Minister of Labour as Joint-Chairmen, four representatives of labour, four representatives of employers, two representatives of agriculture, two representatives of women's organizations, two representatives of the veterans of Canada, and representatives of the following divisions of the Government: Agriculture, Citizenship and Immigration, Finance, Fisheries, Justice, Labour, Mines and Technical Surveys, National Defence, Defence Production, Resources and Development, Secretary of State, Trade and Commerce, Veterans Affairs and the Civil Service Commission.

The Chairmen of the Unemployment Insurance Advisory Committee and of the National Employment Advisory Committee are also ex-officio members of the Council.

During the fiscal year under review the Council held three meetings: May 18-19, 1951, November 15, 1951, and February 26, 1952.

Among the questions which came up for consideration and discussion by the members of the Council were: immigration, manpower situation, seasonal unemployment, technical and scientific personnel, placement of workers on a counselled and voluntary system for employment in priority occupations and defence production, farm labour, vocational training, Canadian rehabilitation program, national registration, placement of older workers, defence production, mobility of manpower, reinstatement in civil employment of members of the Armed Forces.

XVII.—REPORT OF THE DIRECTOR OF CANADIAN VOCATIONAL TRAINING

OTTAWA, May 26, 1952.

HONOURABLE MILTON F. GREGG, V.C.,
MINISTER OF LABOUR,
OTTAWA, ONTARIO.

SIR,—Clause 11 of the Vocational Training Co-ordination Act, 1942, provides that an annual report shall be prepared on the administration of the Act, and that such report shall be tabled in Parliament within sixty days after the termination of each fiscal year, if Parliament is then sitting.

I have the honour to transmit the report of the Director of Training for the fiscal year ended March 31, 1952.

Respectfully submitted,

ARTHUR MACNAMARA,
Deputy Minister.

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CANADIAN VOCATIONAL TRAINING

INTRODUCTION

A. MacNamara, C.M.G., LL.D.,
Deputy Minister of Labour

Sir,—The undersigned respectfully submits his report on the activities of the Training Branch for the fiscal year ended March 31, 1952. This Branch, in conjunction with the Advisory Council on Vocational Training, and acting through the federal-provincial organization known as "Canadian Vocational Training", is responsible for the administration of federal aid to vocational schools and approved training programmes as authorized under the provisions of the Vocational Training Co-ordination Act, 1942. These activities are carried on under agreement between the provincial governments and the federal Minister of Labour.

The activities of the Branch are carried on under four agreements:

1. Vocational Training Agreement

This Agreement, which is in operation in all provinces, covers a three-year period terminating on March 31, 1953. It provides for the organization and operation of classes and projects under each of the following divisions:

(*a*) Training of War Veterans—Schedule "L"
(*b*) Training of Unemployed and Disabled Persons—Schedule "M"
(*c*) Training of Young People from 16 to 30 years of age—Schedule "O"
(*d*) Training of Foremen and Supervisors—Schedule "Q"
(*e*) Training for Personnel of Armed Forces—Schedule "K" 1
(*f*) Training of Workers for Defence Industries—Schedule "K" 2

Provincial governments are reimbursed for expenditures on all approved projects under the aforementioned divisions as follows:

100% on projects under (*a*) and (*e*);
75% on projects under (*f*);
50% on projects under (*b*) (*c*) and (*d*).

2. Apprenticeship Agreement—Schedule "A"

This Agreement, which is in operation in all provinces except Newfoundland, Prince Edward Island and Quebec, covers a ten-year period terminating on March 31, 1954. It provides for sharing with the provincial governments, on a fifty-fifty basis, provincial expenditures made under authority of the provincial Apprenticeship Acts for the training of apprentices including instructors' salaries, equipment costs, rentals, building costs, allowances paid to apprentices while attending full-time classes, and the supervision of apprentices on the job.

3. Vocational Correspondence Courses Agreement

This agreement covers a five-year period terminating on March 31, 1955. It is effective in all provinces except Newfoundland and Prince Edward Island. It provides for payment from the federal treasury of 50% of the cost of preparing, editing and printing approved vocational correspondence courses and such other special items as may be approved by the federal Minister of Labour.

4. Vocational Schools' Assistance Agreement

This Agreement, which covers a ten-year period terminating on March 31, 1955, is in operation in all ten provinces. It provides for federal subsidies or grants-in-aid over a ten-year period commencing in 1945. A total sum of $10,292,250 is provided for capital expenditures and $20,394,800* by way of annual allotments to reimburse provincial governments up to a maximum of 50% of their expenditures on the building, equipping, and operating of vocational schools on the secondary school level.

SUMMARY OF EXPENDITURES AND ENROLMENTS

The extent of the programme during the past year is indicated by the following tables of enrolments and appropriations.

ENROLMENTS—FISCAL YEAR 1951-52

Unemployed Workers	1,943	Defence Industries	611
Youth Training	3,457	Apprenticeship	7,300
Student Aid	3,383	Vocational Schools— Day Classes	85,879
Supervisory Training	11,079	Vocational Schools— Evening and Part-time Classes	118,220
Armed Forces	704		
		Total	232,576

APPROPRIATIONS—FISCAL YEAR 1951-52

	Appropriations
Veterans Rehabilitation	$ 10,000
Unemployed Workers & Defence Industries	500,000
Youth Training & Student Aid	410,000
Supervisory Training	7,000
Armed Forces	210,000
Apprenticeship	500,000
Vocational Schools' Assistance—Annual	2,000,000
Vocational Schools' Assistance—Capital	1,250,000
Vocational Correspondence Courses	25,000
Administration and Advisory Council	30,431
Total	$4,942,431

It will be noted that the total appropriations as set forth in the foregoing table do not correspond with the total allotments as given in the first column of certain tables appended to this report. This is accounted for by the fact that a portion of each appropriation was retained by Head Office to meet commitments incurred in the previous fiscal year for which claims had not been received in time to be charged against the previous year's appropriation.

GENERAL ADMINISTRATION

Agreements and Schedules

No legislation affecting the Training Branch was enacted during the fiscal year, but a number of Orders in Council were passed amending the existing agreements and schedules. These orders are set forth in Appendix 3 of this report.

Order in Council P.C. 2923 dated June 15, 1951 authorized the Minister of Labour to enter into an agreement with any province to amend the Vocational Training Agreement by adding to Division E training for personnel of armed forces a new Schedule—"K" 2, authorizing training of civilian workers as required to meet the needs of the defence production programme, the provinces to be reimbursed to the extent of 75% of the cost of operating such classes.

* The original amount was $20,000,000 but subsequently an annual allotment of $65,800 for a period of six years was provided for the Province of Newfoundland.

The order also authorized the payment of depreciation allowance in lieu of rental for municipal or provincial school buildings and equipment used for the training of members of the armed forces or workers in defence production industries.

Treasury Board Minute P.C. 40/3066 dated June 14, 1951, extended the date prior to which provincial expenditures on capital account must have been made to share in special federal grants under the Vocational Schools' Assistance Agreement from March 31, 1952 to March 31, 1953. This applied to Ontario only.

Treasury Board Minute P.C. 54/3711 dated July 20, 1951, authorized approval of special capital grant under the Vocational Schools' Assistance Agreement with respect to purchase and construction costs of the new provincial trades institute in Toronto. The original agreement required that all such projects must have been approved prior to April 1, 1948.

Treasury Board Minute P.C. 51/3711 dated July 20, 1951, authorized the Minister of Labour to enter into a new agreement with the province of Newfoundland to provide for financial contribution on the purchase and construction costs of a new technical and vocational training institute on the premises of the Memorial University at St. John's, Newfoundland.

Order in Council P.C. 6501 dated December 4, 1951, re-appointed four members of the Advisory Council on Vocational Training and appointed two new members.

Staff Changes

The sudden death of Mr. R. F. Thompson, Director of Training, on August 5, 1951, was not only a severe loss to the Department of Labour with which he had served for the past fourteen years, but removed from the field of Vocational Training an outstanding personality and one who had rendered an invaluable contribution to the establishment of close co-operation between federal and provincial authorities without which the joint programme could not have been successfully operated. Much of the work which has been done in the division of Youth Training and some of the programmes with respect to special classes for unemployed persons and disabled civilians were originated by him, and their development was in large measure due to his keen personal interest and his untiring efforts on behalf of Vocational Training.

Mr. A. W. Crawford, the Director of Training in the Department of Veterans Affairs, was transferred on loan to the Training Branch in September as Acting Director. His previous experience as administrator of the federal technical education grants from 1920 to 1928 and his close relationship with the work of the Training Branch during the past ten years should be helpful in his present position.

Brigadier J. E. Lyon, the Assistant Director, remains on loan to the International Labour Office in Geneva, and Mr. C. R. Ford, the Supervisor of Technical Training, is acting in this capacity. There have been no changes in the clerical staff.

Mr. A. M. Moon, was appointed as Regional Director in the province of Ontario replacing Mr. H. H. Kerr, whose duties as principal of the Ryerson Technical Institute, Toronto, made it impossible for him to carry on as Regional Director.

In the course of the year, each province was visited by an official of the Department. Upon request, Mr. Ford visited Newfoundland and Prince Edward Island to assist in the planning of vocational programmes and facilities, and to take part in a vocational teacher training summer school at Halifax. He also attended the convention of the Canadian Association of Administrators of Labour Legislation in Victoria, and the American Vocational Association Convention in Minneapolis.

Advisory Council on Vocational Training

The term of office for six members of the Advisory Council expired on November 30, 1951, and four were reappointed for a further three-year term, namely, Mr. L. S. Beattie, Mr. G. G. Cushing, Dr. F. T. Fairey, and Dr. G. Fred McNally, Chairman.

The two new members are Dr. G. A. Frecker, Deputy Minister of Education for Newfoundland, and Mr. G. A. Burnett of Ottawa, representing the Canadian Construction Association.

Mr. A. Lacombe, who has represented the Canadian and Catholic Confederation of Labour for the past three years resigned, and on the recommendation of the Executive Board, was replaced by Mr. Fernand Philion.

Council held two meetings during the fiscal year.

At the sixteenth meeting of the Council, held May 28-29, consideration was given to the following: agricultural training in high schools throughout Canada; removal of restrictions in Schedule "M" requiring trainees to have been previously gainfully employed; the provision of training of handicapped or disabled civilians under Schedule "M"; provision under a special section of Schedule "K" for the training of workers for defence industries where shortages existed; federal assistance for apprenticeship and the adoption of standard tests and final examinations for designated apprenticeship trades by the provinces, and increased federal contributions for both capital and current expenditures on vocational training.

The seventeenth conference, which was held January 15-17, 1952, considered the transfer of federal funds from equipment to buildings account where it had not been possible to use the full allotment for equipment and where extra money was needed to match provincial expenditure on buildings; recommended an early national conference on apprenticeship and appointed a standing committee to work with the Training Branch in preparing for the conference; considered the re-establishing of supervisory training throughout Canada, and the present system of administering university bursaries and student aid and the annual federal contributions for this programme.

TRAINING OF WAR VETERANS—SCHEDULE "L"

No special classes for the training of veterans of World War II have been in operation during the past year, and there is little likelihood of such classes being required in the near future for the training of persons being discharged from the Korean forces. Approximately 200 veterans, including about 15 veterans of the Korean forces, were receiving vocational training through the Department of Veterans Affairs at the close of the year. About half of these were being trained on the job and the others were placed by the Department of Veterans Affairs in established schools and training centres on a fee basis.

There are a number of persons who served in the Armed Forces during World War II, as well as some who have been discharged from the Korean forces who are being trained as civilians in classes operated under Canadian Vocational Training. Such persons are not registered or listed as veterans because they do not receive assistance under the training regulations of the Department of Veterans Affairs and such training has no effect upon their entitlement to other benefits under the rehabilitation programme of that department.

Canadian Vocational Training stands ready to organize special classes for the training of veterans, if and when required, and as previously the full costs of such training will be borne by the federal treasury.

TRAINING OF UNEMPLOYED AND DISABLED CIVILIANS—SCHEDULE "M"

The regulations governing the establishment and operation of classes for unemployed persons under Schedule "M" were amended by ministerial Order dated June 7, 1951, to authorize the training of any unemployed person over 16 years of age whose opportunities for gainful employment, in the opinion of those responsible for the selection of persons for training, would be definitely improved by the course of training prescribed, or whose degree of trade skill would be increased. The new regulations further provided that special consideration would be given to training handicapped persons, but, wherever possible, a competent medical authority is to approve the courses of training selected as being within the capacity of the individual concerned.

It was further provided that an advisory committee or committees may be formed at the discretion of the province to advise on the type of persons and the numbers to be trained, and the nature and length of the courses of training to be provided. The new regulations also stipulated that any person with a major handicap may be trained on the job with an employer.

Special classes for handicapped or disabled civilians have been established in St. John's, Newfoundland, in Moncton, N.B., and in Edmonton, Alta. The total number of trainees classified as handicapped or disabled during the past year was approximately 250, of whom about 120 have successfully completed prescribed training programmes. With few exceptions, those who have completed training have been placed in suitable permanent jobs. It is expected that arrangements will be completed during the ensuing year to obtain individual reports on all disabled trainees, and that a follow-up system may be instituted in co-operation with the agencies and institutions which refer such cases for training. Most of the training for severely disabled and handicapped persons is now being given through such agencies as the Canadian National Institute for the Blind, Schools for the Deaf and Hard of Hearing, and special training centres operated by municipalities and private organizations. It is expected that the newly organized National Advisory Council on Rehabilitation for Disabled Civilians will be able to work out a co-ordinated system of training and placement which will not interfere with the responsibilities and functions of private organizations, but in which the Training Branch of the Department of Labour will play an important part.

YOUTH TRAINING—SCHEDULE "O"

The Youth Training programme has now been in operation for about fourteen years. It was originally designed to meet the needs of those young people whose opportunities for schooling and advancement had been adversely affected by the depression period of the early thirties. The classes served such a useful purpose that they have been continued in most of the provinces as an integral part of the vocational and educational programmes for adolescents and young married people. With few exceptions, the classes are designed to meet the needs of young people on farms and those in fishing communities, who, for various reasons, are unable to take advantage of the educational and training facilities provided through the regular school system. While many of the courses are of distinct vocational value, they are not intended to fit students for employment in a specific occupation. One of the chief aims is to improve social and economic conditions so that young people will be encouraged to remain on the farm or in the fishing village rather than to seek employment in urban centres.

There has been little change in the number and nature of the classes operated in the eight provinces which provide this type of instruction. Courses vary in

length from a few days to two months. In a few institutions, scholarships are provided to assist the students in paying living expenses while attending classes. No tuition fees are charged and in most cases the students either provide for their own living accommodation or live in dormatories, where they pay fixed charges for board and provide their own bedding. The nature and extent of the courses are indicated by the following list of subjects:

Homecrafts	Canning	Rural Electrification	Navigation for Fishermen
Handcrafts	Egg Grading	Farm Mechanics	
Rug Making	Dairying	Commercial Subjects	Motor Mechanics, etc.

It would appear that some of the classes now being operated under this schedule would more suitably be included in the regular programmes of vocational training for full-time day students.

Tables 3 and 4 appended to this report give figures showing the grants or reimbursements paid to the provinces and the provincial enrolments in classes. The grants include the amounts paid for student bursaries under the student aid programmes.

STUDENT AID

A very important phase of the Youth Training programme and one which has a direct relationship to the provision of federal aid for universities and scholarships, as recommended by the Massey Commission, is the provision of bursaries to university students and nurses-in-training. Under this scheme, which has been in operation since 1939, students selected on the bases of academic standing and financial need are assisted by bursaries usually not in excess of $400 per annum.

The bursaries are administered by special committees in each province on which the federal government has a representative. Such bursaries may take the form of an outright gift, a loan, or a combination of both. A student receiving assistance during the first year of a university course must have been recommended by the principal of the secondary school from which he or she graduated. Those in the second and senior years of universities are recommended on the basis of continuing need and scholarship.

The provinces pay the full amount of the bursaries and look after the collection of loans. The procedures have become well established and, as indicated by the Advisory Council, the provinces are anxious to continue and expand the system in its present form. Claims for one-half of the expenditures are submitted to the Training Branch at the end of each year.

The total amount claimed during the past fiscal year was $234,637.12. Table No. 4 shows the number of university students and nurses-in-training who were assisted in each province. The totals for the year were 2,819 students and 564 nurses.

University students in all degree-granting courses except theology are eligible for assistance, and during the year students were assisted in the following faculties: Medicine 862, Dentistry 97, Applied Science and Engineering 602, Arts and Science 803, Law 55, Education and English 99, Home Economics 15, Agriculture 59, Commerce 44, Pharmacy 40, Forestry 23, Miscellaneous 120. Assistance was also given to 564 nurses-in-training.

Special Wartime Aid to Students and Universities

In 1941, the federal Department of Labour entered into agreements with the provinces under which financial assistance was provided to universities to assist in paying for the increased cost of accelerated courses in medicine, dentistry, engineering, and certain science courses, and funds were also provided through the provinces for the payment of bursaries to university students in the courses. This special assistance was continued from 1941 to 1945. In some provinces,

part or all of the special assistance to students was given by way of loans. In others, the assistance was given by way of outright grants and in some cases through a combination of both. As of March 31, 1951, the amount of outstanding loans was $71,960.07. During the fiscal year 1951-52, payments were received amounting to $10,677.04 on principal and $836.81 interest. Thus the outstanding loans as of March 31, 1952 were $61,283.03.

The total amount of federal funds provided to students by way of loan under the Special Fund was $245,908.46 and by way of outright grants $29,851.50. The outstanding balance of $61,283.03 as of March 31, 1952 represents 24.9 per cent of the total loans. This does not take into account the interest payments totalling $8,274.94.

SUPERVISORY TRAINING—SCHEDULE "Q"

Quebec is the only province which has continued to take advantage of the agreement providing for the equal sharing of expenditures on supervisory training. This scheme, which consists of a series of short courses, sometimes designated as "J" units, is designed to facilitate training of instructors, foremen and supervisors in industrial establishments. The scheme, which was originally introduced from the United States through the activities of the Training Branch in May, 1942, has been taken over by some of the larger industrial establishments and private organizations, but Quebec is the only province which has continued to provide such service through the provincial government.

The rapid expansion of certain industries to meet the needs of defence production has created an increasing demand for supervisors in industrial plants, and as a result of numerous requests, and acting on the recommendation of the Advisory Council, it has been decided to encourage the other provinces to train leaders and to again provide this special service to industry. The services of Mr. G. K. Smith, Chief of Staff Training, Civil Service Commission, have been made available to the Training Branch of the Department of Labour to supervise the re-organization of this activity, and two institutes for the training of conference leaders have been held during the winter. It is expected that at least two more will be held in the near future and steps are being taken to supply the necessary forms and printed material through the Training Branch.

During the past fiscal year, 11,079 persons were enrolled in institutes and conferences conducted by the provincial training officials in the province of Quebec, and the federal share in the cost of such operations amounted to $7,601.14.

TRAINING FOR ARMED FORCES—SCHEDULE "K" 1

The training programme for members of the Armed Forces has not yet developed to the extent that was anticipated two years ago, but classes for the Army have continued in operation in Moncton, N.B., Three Rivers, Que., and Winnipeg, Man. The classes formerly conducted at Saskatoon have been transferred to Calgary. The total enrolment in such Army classes during the fiscal year was 704, and 103 trainees were attending classes as of March 31, 1952. Classes were operated in Vehicle Mechanics, Electricity, and Radio. During the year, training was provided for 120 members of the Air Force at Weston, Ontario. This group consisted of French-speaking airmen who were given instruction in the use of English.

TRAINING FOR DEFENCE INDUSTRIES—SCHEDULE "K" 2

Under authority of Order in Council P.C. 2923 dated June 15, 1951, agreements have been entered into with the provinces of British Columbia, Alberta, Ontario, Quebec, New Brunswick and Nova Scotia, under which special classes

for the training of workers in defence industries have been established. Such classes have been organized in aircraft sheet metal work, machine shop practice, and machine tool operations, welding and drafting.

Table 6 indicates the nature and extent of the classes which are being operated in each of the foregoing provinces. The total enrolment in all such classes was 611 and the number in training as of March 31, 1952, was 93.

The Training Branch is represented on a departmental committee which has been set up to study immediate and potential shortages of skilled workers to meet the requirements of the defence production programme and to designate certain trades and occupations as critical occupations for which training may be given under the provisions of the new Schedule "K" 2. The need for skilled workers in each such trade varies in the different provinces and is subject to fluctuations, particularly during the initial stages of the defence production programme, and it has not been deemed advisable to designate trades on a nationwide basis, but there is need for extended intensive training programmes in the following trades: machine shop practice; toolmaking, die setting, and metal working trades generally; mechanical drafting; welding; and skilled trades in the aircraft industry.

Industrial establishments are being encouraged to organize and operate plant training programmes which will meet the specific needs of each company or establishment, but special pre-employment classes will be set up to meet any general need as the situation develops.

APPRENTICESHIP

As in the previous year, the Training Branch has given special attention to the problem of apprenticeship and the need for organized training programmes in industrial establishments. Both the National Council on Manpower and the Advisory Committee on Vocational Training have recommended that a concentrated co-operative effort be made to increase the number of apprentices in Canada during the next few years. Preparations are, therefore, being made for a national conference on apprenticeship in trades and industry to be held in May, 1952 for the purpose of:

(*a*) surveying the need for skilled workers and apprentices;

(*b*) reviewing present training plans in designated apprenticeship trades and industrial establishments; and

(*c*) receiving recommendations and suggestions for the further promotion, development and extension of such plans to meet the needs of industry.

As a preliminary step, the Training Branch is co-operating with the Economics and Research Branch of the Department in conducting a survey of organized training plans in the iron and steel products industry, the transportation equipment industry, including aircraft and shipbuilding, and the electrical apparatus and supplies industry. The results received to date clearly indicate the need for more extensive and intensive training plans to meet the increasing need for skilled workers in these industries. A review of developments in designated trades under the provincial Apprenticeship Acts shows an inadequate supply of indentured apprentices to maintain the present number of journeymen and the need for better training methods and more uniform requirements or standards if apprentices who are trained in one part of the country are to receive recognition in other parts of Canada.

Tables 7 and 8 appended to this report show that 11,031 apprentices were registered in the provinces with which the federal government has an agreement as of March 31, 1952.

RECENT DEVELOPMENTS IN APPRENTICESHIP

British Columbia—Mr. Edmund L. Allen was appointed provincial Director of Apprenticeship to succeed Mr. Hamilton Crisford who had served in this capacity for many years. Two trades were added to the list of designated trades during the year, namely, Barbering (2 years) and Steel Fabrication (4 years) bringing the total number of designated trades up to 22.

Alberta—One trade, namely, Refrigeration Mechanics, was added to the list of designated trades in Alberta bringing the total to 14 trades. Consideration is now being given to the advisability of designating welding as an apprenticeship trade throughout the province.

Saskatchewan—A revised Apprenticeship and Tradesmen's Qualification Act became effective on February 1, 1951, and the Apprenticeship regulations have been amended in accordance therewith.

Manitoba—There are 17 designated apprenticeship trades in this province. There have been no outstanding developments in Manitoba during the past year.

Ontario—No new trades have been added to the list of 13 designated trades in the province of Ontario, but apprentices in wire and metal lathing attended classes at the trades institute for the first time last year, and it is expected that this trade will be added to the designated list. A proposed plan of apprenticeship for structural steel draughtsmen throughout the province has been completed and should be in effect early in the new year.

Quebec—Since there is no Apprenticeship Agreement with the province of Quebec, reports are not submitted to the Training Branch. Quebec continues to make satisfactory progress particularly with respect to pre-employment or pre-apprenticeship classes in the Arts and Crafts Schools.

New Brunswick—New Brunswick added five trades to the designated list bringing the total up to 31. The new trades are Acetylene Welding, Electric Welding, Linemen, Stationary Engineers and Switchboard Operators. Apprenticeship in the last three trades is currently confined to employees of the New Brunswick Electric Power Commission. During the past year, the province appointed a Board of Examiners for Electricians, and there has been a greatly increased enrolment of electrical apprentices requiring the establishment of new classes. It is expected that a similar board will be set up in the near future for welders.

Nova Scotia—During the past year, the Apprenticeship Division of the Nova Scotia Department of Labour was combined with the Training Division of that department to form the new Division of Industrial Training, with Mr. R. H. MacCuish, as Director. The membership of the provincial Advisory Committee on Apprenticeship was increased to seven and local trade committees are being set up in each area where the apprenticeship programme is active.

The Apprenticeship Act has been rewritten and the revised Act is under consideration by the legislature. Eight trades have been designated throughout the province and nine other trades have been designated in certain areas or individual industrial establishments. No new trades have been added recently.

VOCATIONAL CORRESPONDENCE COURSES

Under the terms of a special agreement with the provinces, the federal government pays 50% of the cost of preparing, editing and publishing approved vocational correspondence courses on the condition that such courses shall be made available to persons residing in any part of Canada. A committee of provincial representatives has been established to work out the details of this joint enterprise. The scheme is not yet in full operation, but progress is being made in the preparation of new courses. During the fiscal year 1951-52, the provinces claimed $4,569.36 as reimbursement for the preparation of courses in Alberta.

In January, the Training Branch issued a bulletin entitled, "Canadian Vocational Correspondence Courses". It lists 122 courses which are issued by the provinces for home study, and which, under joint agreement, are now available to individuals in all parts of the country. Requests for information regarding such courses and applications for enrolment should be directed to the Correspondence Study Branch of the provincial Department of Education in which the applicant resides.

ASSISTANCE TO VOCATIONAL SCHOOLS

The Vocational Schools' Assistance Agreement (covering a ten-year period) has now been in operation for the seventh year in all provinces except Newfoundland where it has operated for only three years.

The purpose of the agreement is to assist the provinces in building, equipping and operating vocational schools of less than university grade. These include technical and vocational high schools, trade schools and technical institutes. Classes may be operated full-time or part-time during the day or evening. The maximum federal appropriations for this purpose are:

(*a*) an annual grant of $10,000 to each province;

(*b*) an annual contribution of $1,968,800 distributed among the provinces in proportion to the provincial population in the 15 to 19 age group;

(*c*) a special allotment of $10,292,250 for capital expenditures on buildings and equipment distributed on the same basis as (*b*) above.

Federal expenditures under both (*b*) and (*c*) must be matched each year by provincial government expenditures on a fifty-fifty basis. In other words, the provincial governments are reimbursed to the extent of half of their approved expenditures up to but not exceeding the amount of the annual allotment for each province.

During the past year, all provinces earned the full amount of the federal annual allotment for current expenditures. These expenditures are steadily increasing and the fixed amounts available under the provisions of the existing ten-year agreement represent a rapidly decreasing percentage of total costs.

To be eligible for federal grants under the capital allotment, building and equipment projects must have been approved prior to March 31, 1948, and provincial expenditures on behalf of each approved project must have been made prior to March 31, 1952.

Some adjustments have been made in the amounts approved for certain projects due to increased costs of construction and equipment. Unavoidable delay in proceeding with approved building projects has made it necessary to grant a twelve-month extension of time for approved projects in the province of Ontario. Other extensions and adjustments are being requested.

All of which is respectfully submitted,

A. W. CRAWFORD
Director of Training.

APPENDIX 1.—VOCATIONAL TRAINING ADVISORY COUNCIL

Dr. G. Fred McNally, Chancellor of University of Alberta, Edmonton, (Chairman).

T. D. Anderson, General Secretary, Canadian Legion, B.E.S.L., Ottawa.

L. S. Beattie, Director of Vocational Education, Department of Education, Toronto.

Gordon Burnett, Manager, Bedard-Girard Limited, 230 Nepean Street, Ottawa.

G. G. Cushing, Secretary-Treasurer, Trades and Labour Congress, Ottawa.

N. S. Dowd, Executive Secretary, Canadian Congress of Labour, Ottawa.

Dr. F. T. Fairey, Deputy Minister of Education, Victoria.

E. K. Ford, Director of Vocational Education, Department of Education, Halifax.

Dr. G. A. Frecker, Deputy Minister, Department of Education, St. John's, Nfld.

N. C. MacKay, Director of Extension, Department of Agriculture, Winnipeg.

J. W. McNutt, Director of Vocational Education, Department of Education, Fredericton.

Mrs. (Dr.) R. J. Marshall, President, National Council of Women, Agincourt.

Fernand Philion, Director, Canadian and Catholic Confederation of Labour, 175 Eddy Street, Hull.

G. Poisson, Deputy Minister, Department of Youth and Social Welfare, Quebec.

W. A. Ross, Regional Director, Department of Education, Regina.

C. B. C. Scott, General Personnel Manager, Massey-Harris Company, Toronto.

W. H. C. Seeley, Personnel Manager, Toronto Transportation Commission, Toronto.

APPENDIX 2.—REGIONAL DIRECTORS, CANADIAN VOCATIONAL TRAINING

P.E.I.—Dr. L. W. Shaw, Department of Education, Charlottetown.

N.S. —R. H. MacCuish, Department of Labour, Halifax.

N.B. —J. W. McNutt, Department of Education, Fredericton.

Ont. —A. M. Moon, Department of Education, Parliament Buildings, Toronto.

Sask. —W. A. Ross, Department of Education, Regina.

Alta. —J. H. Ross, Department of Education, 1315-16th Ave. N. W., Calgary.

No Regional Directors in the other provinces.

APPENDIX 3.—ORDERS IN COUNCIL

PRIVY COUNCIL

D/8
P.C. 2923

AT THE GOVERNMENT HOUSE AT OTTAWA

FRIDAY, the 15th day of June, 1951.

PRESENT:

HIS EXCELLENCY
THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS Order in Council P.C. 338 of 25th January 1950, made under the authority of The Vocational Training Co-ordination Act 1942, authorizes the Minister of Labour to enter into a vocational training agreement in the form set out and marked as Schedule A thereto with any province to run for a period of three years from April 1, 1950, and provides that the said agreement may include provision for financial contribution by the Federal Government for vocational training in accordance with schedules approved by the Minister of Labour covering any or all of the following types of vocational training:

Division A—Training of Veterans
Division B—Training of Unemployed Workers
Division C—Youth Training and Student Aid
Division D—Training of Foremen and Supervisors;

AND WHEREAS Order in Council P.C. 25/1650 of 29th March 1950, authorizes the Minister of Labour to agree to the amendment of the aforesaid agreement entered into with any province by adding thereto Division E—Schedule K Training of Service Tradesmen;

AND WHEREAS the increase in industrial production for defence purposes in view of the present international situation has given rise to shortages of certain types of skilled and semi-skilled labour;

AND WHEREAS provision is made in the appropriation for the Department of Labour for the fiscal year 1951-52 to authorize inter alia the Minister of Labour to enter into an agreement with any province on terms approved by the Governor in Council for expenditures for projects for vocational training of persons to fit them for defence industries and for skilled armed service occupations;

AND WHEREAS the National Advisory Council on Manpower and the Vocational Training Advisory Council have both recommended that the provision for vocational training be expanded with a view to increasing the supply of skilled and semi-skilled workers for the armed forces and industry.

THEREFORE, His Excellency the Governor General in Council, on the recommendation of the Minister of Labour and under the authority of the Vocational Training Co-ordination Act, 1942, is pleased to make and doth hereby make the following Order:—

THE HONOURABLE
THE MINISTER OF LABOUR.

Order

1. The Minister of Labour is authorized to enter into an agreement with any province to amend the Vocational Agreement entered into by the Minister under the authority of Orders in Council P.C. 338 of 25th January 1950 and P.C. 25/1650 of 29th March 1950, to the following effect:

(*a*) By amending the description of
"Division E—Training of Service tradesmen as provided in Schedule 'K' "
where it appears in clause 2 of the said agreement to read:
"Division E—Training of service tradesmen *and civilian workers* as provided in Schedule 'K' "

(*b*) By amending the preamble to Appendix "Y" to the said agreement to read "The Dominion will reimburse the province the percentage of approved costs, as listed in this appendix, incurred by the province for training pursuant to this agreement as follows: Schedule "L" (Veterans Training) 100%; Schedule "M" (Unemployed Workers' Training) 50%; Schedule "O" (Youth Training) 50%; *Schedule "K", section 1 Service Tradesmen 100% and section 2, Industrial Workers, 75%.*"

(*c*) By amending Appendix "Y" to the said agreement by adding thereto the following as regulation 21:
"21. Where municipal or provincial school buildings and equipment for the use of which no rental is paid have been used for training under Division E of this Agreement, payment shall be made on completion of the training for the depreciation of such buildings and equipment at a rate or rates approved by the Minister of Labour based on the number of days' or hours' training given in each school."

(*d*) By amending Schedule "K" to said agreement by adding thereto as section 2 thereof the provisions set out in Schedule I hereto.

2. The Minister of Labour is authorized to make such changes in the regulations contained in section 2 of Schedule "K" to the said agreement as may appear advisable to him from time to time except with respect to regulations providing for the percentage of refund to be made to the province for expenditures incurred for training thereunder.

3. The Minister of Labour is authorized to allocate to the provinces undertaking training any funds appropriated by Parliament for training under section 2 of Schedule "K" to the said agreement.

(Sgd.) N. A. ROBERTSON
Clerk of the Privy Council.

LP/3

P.C. 40/3066

Certified to be a true copy of a minute of a Meeting of the Treasury Board, approved by His Excellency the Administrator in Council, on the 14th June, 1951.

G.G.
T.B. 409194

LABOUR

The Board, under the authority of the Vocational Training Co-ordination Act, 1942, recommend that the Vocational Schools' Assistance Agreement with Ontario, as authorized by Order in Council of March 8, 1945, P.C. 1648, as amended, be further amended by substituting the date of March 31, 1953, in lieu of March 31, 1952, appearing in paragraph (*c*) of Clause 3 thereof, as the date prior to which provincial expenditure shall have been made for any building or equipment project approved by the Federal Minister of Labour for Federal contribution.

(Sgd.) N. A. ROBERTSON
Clerk of the Privy Council.

THE HONOURABLE
THE MINISTER OF LABOUR.

LW. 3 P.C. 54/3711

Certified to be a true copy of a Minute of a Meeting of the Treasury Board, approved by his Excellency the Administrator in Council, on the 20th July 1951.

L.P.
T.B. 411036

LABOUR

The Board had under consideration the following memorandum from the Honourable the Minister of Labour reporting:

"THAT there is an urgent need in the province of Ontario for a centre or centres to provide for the training of apprentices in trades designated under the Apprenticeship Act, the training of tradesmen as required by the Armed Forces and the training of workers in certain occupations necessary for national defence; and

THAT the Province of Ontario has requested the Federal Government to share equally with the Province in the cost of purchasing or constructing and equipping a centre or centres for the aforesaid special training; and

THAT under the Vocational Schools' Assistance Agreement entered into between the Minister of Labour and the Province of Ontario there are balances of the Federal allotment to Ontario for capital expenditures for buildings and equipment for which the Province was unable to submit projects for approval prior to March 31, 1948, the terminal date for such approval as specified in the Agreement.

NOW, THEREFORE, the Minister of Labour has the honour to recommend that His Excellency the Governor General in Council be pleased to authorize the Minister of Labour to agree to the amendment of the Ontario Vocational Schools' Assistance Agreement as authorized by Order in Council P.C. 1648 of March 8, 1945 as amended, by adding the following paragraph to Clause 3 (*c*) of that Agreement:

> 'Notwithstanding the previous paragraph of this clause requiring all capital projects for Federal contribution to be submitted by the Province and approved by the Minister of Labour prior to April 1, 1948, the Province may submit, prior to April 1, 1952, a project or projects for the purchase, alteration, construction and equipping of a centre or centres to be used for the training of apprentices and other special types of co-operative training carried on jointly by the Province and Federal Government, and where such submissions are approved by the Minister of Labour, the Federal Government may contribute thereto up to an amount equal to the expenditures incurred by the Province in respect of the approved projects prior to April 1, 1953, but not exceeding the amount of Federal funds allotted to Ontario for buildings and equipment which have not been previously committed to other capital projects for buildings and equipment submitted by the Province and approved by the Federal Minister of Labour.'

The Board concur in the above report and recommendation, and submit the same for favourable consideration."

DEPARTMENT OF LABOUR

D/3

P.C. 51/3711

PRIVY COUNCIL

CANADA

Certified to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Administrator in Council, on the 20th July, 1951.

K.H.
T.B. 409343

LABOUR

The Board had under consideration the following memorandum from the Honourable the Minister of Labour reporting:

"The undersigned has the honour to refer to Order in Council P.C. 36/6515 of December 30, 1949, which authorized the Minister of Labour to enter into an agreement with the Government of the Province of Newfoundland to provide for financial contribution by Canada to vocational training at secondary school level in the Province of Newfoundland and to an agreement entered into by the Minister of Labour on behalf of Canada with the Government of the Province of Newfoundland under date of February 1st, 1950, pursuant to the said Order in Council; and

To report that the Government of the Province of Newfoundland has submitted for approval for Federal Government contribution under the said agreement a vocational school project for the establishment of a vocational school at St. John's, Newfoundland; and

That it is considered necessary that the Minister of Labour be authorized in approving the said vocational project for contribution under the said agreement to vary the conditions attaching to payment of a Federal Government contribution to the extent provided in the attached draft agreement marked as Schedule A hereto;

Now therefore the undersigned has the honour to recommend that Your Excellency in Council under the authority of The Vocational Training Co-ordination Act, 1942, be pleased to authorize the Minister of Labour to approve the said vocational project for contribution by the Federal Government in substantially the terms of the attached draft agreement marked Schedule A hereto."

The Board concur in the above report and recommendation, and submit the same for favourable consideration.

(Sgd.) N. A. ROBERTSON
Clerk of the Privy Council.

THE HONOURABLE
THE MINISTER OF LABOUR.

SCHEDULE A

VOCATIONAL SCHOOL PROJECT AT ST. JOHN'S, NEWFOUNDLAND

THIS AGREEMENT made this day of 1951

BETWEEN

HIS MAJESTY IN RIGHT OF CANADA represented by the Minister of Labour (hereinafter called the "Federal Government")

OF THE FIRST PART

AND

THE GOVERNMENT OF THE PROVINCE OF NEWFOUNDLAND represented by the Minister of Education (hereinafter called the "Province")

OF THE SECOND PART

WHEREAS the parties hereto entered into an agreement under date of February 1st, 1950, (hereinafter referred to as the "Vocational Agreement") making provision for financial contribution by the Federal Government to the Province for vocational training at a secondary school level in the Province of Newfoundland pursuant to The Vocational Training Co-ordination Act, 1942;

AND WHEREAS Section 3 of the Vocational Agreement provides inter alia that the Federal Government will pay to the Province "(*c*) an amount of $292,250 to be matched by Provincial contributions of equal amount for capital expenditures for vocational school buildings and vocational school equipment, of which at least 25% shall be used for the purchase of the equipment, and which expenditures shall be in respect of projects approved for Dominion contribution by the Minister of Labour prior to March 31, 1955";

AND WHEREAS the Province has submitted a project for the establishment of a new vocational school at St. John's, Newfoundland, for approval of Federal Government contribution pursuant to paragraph (*c*) of Section 3 of the vocational agreement aforesaid in accordance with the following terms namely:—

(1) The Province shall make available for the vocational school project the premises known as the Memorial University at St. John's, Newfoundland, erected at provincial expense and at the present used as a university building and presently valued at approximately $750,000, and will provide necessary training equipment therefor;

(2) The Province undertakes to make the structural and other alterations to the said premises necessary to convert them and fit them for vocational training purposes as soon as permitted by the withdrawal of the university therefrom. These alterations are estimated to cost approximately $75,000;

(3) On a site adjoining the said present Memorial University building, the Province shall commence forthwith and sha'l proceed with the erection of an annex for vocational shops approximately 150′ x 60′ in area at an estimated cost of approximately $100,000;

(4) The full amount of the costs of alterations to the Memorial University premises incurred by the Province for conversion and fitting of the premises to use as a vocational school and of the costs of the annex referred to in clause (3) above and all vocational equipment required for the project as requested by the Province and approved by the Minister shall be reimbursed to the Province by the Federal Government up to but not in excess of the amount of the Federal Government allotment to the Province for buildings under paragraph (*c*) of clause

3 of the Vocational Agreement, namely, $292,250; and in addition the Federal Government shall at the request of the Province make available for the same purpose, in the fiscal year for which the funds are allotted, any unexpended balance of the Federal Government allotment to the Province of $65,800 provided under paragraphs (*a*) and (*b*) of clause 3 of the Vocational Agreement for each of the fiscal years 1951-52, 1952-53, 1953-54, 1954-55;

(5) For the purposes of the Vocational Agreement, as applicable to this vocational project and any project submitted pursuant to clause (7) hereof the amount of the contribution of the Province to this vocational school project shall be deemed to be the estimated present value of the Memorial University premises at St. John's, Newfoundland, which the Province undertakes to make available for the vocational project, namely, $750,000;

(6) The Federal Government contribution to the aforesaid vocational project shall be payable solely by way of reimbursement to the Province for the amounts actually expended by the Province for the conversion and fitting of the Memorial University premises for vocational purposes, the construction of the annex for vocational shops and the purchase of training equipment for the said vocational school;

(7) Any outstanding balance of the Federal Government allotment of $292,250 under paragraph (*c*) of clause 3 of the Vocational Agreement or of the Federal Government allotment to the Province of $65,800 provided under paragraphs (*a*) and (*b*) of clause 3 of the Vocational Agreement for each of the fiscal years 1951-52, 1952-53, 1953-54 and 1954-55 not used for the aforesaid vocational project at St. John's, Newfoundland, may be used so far as it will extend to reimburse the Province for the full amount expended by the Province hereafter for any other vocational building or equipment project submitted by the Province and approved by the Federal Minister of Labour for Federal Government contribution pursuant to the Vocational Agreement up to March 31, 1953, inclusive.

NOW THEREFORE, the Federal Government does hereby signify its approval of the aforesaid vocational project for Federal contribution under the Vocational Agreement in the amounts and upon the conditions specified as aforesaid and subject also to the terms and conditions of the Vocational Agreement other than the provision contained in the last sentence of clause 13 of the Vocational Agreement which the Federal Government agreed to waive to the extent necessary to give effect to the terms of approval of this vocational school project provided for herein.

Signed on behalf of his Majesty in right of Canada by Milton F. Gregg, Minister of Labour, in the presence of.....	.....
Signed on behalf of the Government of the Province of Newfoundland by .....Minister of Education in the presence of.....	.....

P.C. 6501

PRIVY COUNCIL

CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA

TUESDAY, the 4th day of DECEMBER, 1951.

PRESENT:

HIS EXCELLENCY
THE GOVERNOR GENERAL IN COUNCIL:

His Excellency the Governor General in Council, on the recommendation of the Minister of Labour and under the authority of the Vocational Training Co-ordination Act, 1942, is pleased to re-appoint and doth hereby re-appoint the following to be members of the Vocational Training Advisory Council for a term of three years, commencing December 1st, 1951:

Dr. G. Fred McNally,
Edmonton, Alberta—Chairman.

Mr. G. G. Cushing,
representing the Trades & Labour Congress.

Dr. F. T. Fairey,
Deputy Minister of Education for the Province of British Columbia.

Mr. L. S. Beattie,
Director of Vocational Education for the Province of Ontario.

His Excellency in Council is further pleased to appoint and doth hereby appoint the following to be members of the said Vocational Training Advisory Council for a term of three years, commencing December 1st, 1951:

Dr. G. A. Frecker,
Deputy Minister of Education for Newfoundland, replacing Mr. H. G. Gonthier.

Mr. Gordon Burnett,
Ottawa, representing the Canadian Construction Association, replacing Mr. E. V. Gage.

(Sgd.) N. A. ROBERTSON
Clerk of the Privy Council.

THE HONOURABLE
THE MINISTER OF LABOUR.

APPENDIX 4.—STATISTICAL TABLES

TABLE 1.—TRAINING OF UNEMPLOYED—ALLOTMENTS AND PAYMENTS—FISCAL YEAR ENDED MARCH 31, 1952

Province	Federal Allotment	Payments for Previous Years	Payments for 1951-52	Total Payments
	$ cts.	$ cts.	$ cts.	$ cts.
Nova Scotia	100,000 00	4,510 04	77,733 92	82,243 96
New Brunswick	38,000 00	.....	36,698 71	36,698 71
Quebec	14,000 00	4,200 74	9,302 60	13,503 34
Manitoba	25,000 00	.....	16,749 48	16,749 48
Saskatchewan	31,000 00	30 32	29,987 14	30,017 46
Alberta	60,000 00	384 75	49,675 47	50,060 22
British Columbia	10,000 00	154 00	7,453 86	7,607 86
Total	278,000 00	9,279 85	227,601 18	236,881 03

TABLE 2.—TRAINING OF UNEMPLOYED—FISCAL YEAR ENDED MARCH 31, 1952.

Province	Under Training March 31, 1951	New Enrolments	Completions	Withdrawals	Under Training March 31, 1952	Days' Training
Nova Scotia—						
Men	136	131	205	19	43	22,340
Women	33	58	46	11	34	
New Brunswick—						
Men	34	59	43	21	29	19,047
Women	42	83	50	24	51	
Quebec—						
Men	79	154	49	90	94	11,212
Women	4	4	4	.....	4	
Manitoba—						
Men	67	112	68	66	45	13,178
Women	23	64	29	21	37	
Saskatchewan—						
Men	6	4	6	2	2	13,609
Women	65	114	102	29	48	
Alberta—						
Men	42	27	45	19	5	50,433
Women	204	278	262	55	165	
British Columbia—						
Men	10	59	55	.....	14	3,670
Women	7	44	30	9	12	
Totals—						
Men	374	546	471	217	232	133,489
Women	378	645	523	149	351	

TABLE 3.—YOUTH TRAINING (INCLUDING STUDENT AID)—ALLOTMENTS AND PAYMENTS FISCAL YEAR ENDED MARCH 31, 1952

Province	Federal Allotments	Claims Paid Up to April 30, 1952		
		For Previous Years	For 1951-52	Total Payments
	$ cts.	$ cts.	$ cts.	$ cts.
Newfoundland	15,000 00	.....	11,605 24	11,605 24
Prince Edward Island	7,000 00	.....	2,347 50	2,347 50
Nova Scotia	24,000 00	2,325 31	19,400 56	21,725 87
New Brunswick	33,850 00	.....	33,316 63	33,316 63
Quebec	155,000 00	1,913 38	122,532 77	124,446 15
Ontario	60,000 00	.....	60,000 00	60,000 00
Manitoba	20,000 00	.....	16,889 27	16,889 27
Saskatchewan	35,000 00	.....	33,735 38	33,735 38
Alberta	40,000 00	85 12	30,933 88	31,019 00
British Columbia	52,000 00	451 87	50,642 86	51,094 73
Total	441,850 00	4,775 68	381,404 09	386,179 77

TABLE 4.—YOUTH TRAINING ENROLMENTS—FISCAL YEAR ENDED MARCH 31, 1952

Province	Total Enrolments†		Enrolled in Courses				Days Training in Courses	Student Aid		
	Men	Women	Rural		Urban			University		Nurses
			Men	Women	Men	Women		Men	Women	
*Newfoundland	58	3	16	.....	.....	.....	1,041	42	3	.....
Prince Edward Island	75	22	26	18	.....	.....	1,138	49	4	.....
Nova Scotia	340	4	275	2	.....	.....	6,814	65	2	.....
New Brunswick	337	118	231	108	.....	.....	20,697	106	10	.....
Quebec	1,338	1,591	631	1,130	.....	.....	63,752	707	14	447
Ontario	812	263	.....	.....	.....	.....	.....	812	263	.....
Manitoba	202	52	167	23	.....	.....	5,859	35	7	22
Saskatchewan	391	285	284	237	.....	.....	12,411	107	19	29
Alberta	159	142	.....	.....	56	91	11,946	103	11	40
British Columbia	456	192	78	28	33	23	8,164	345	115	26
Totals	4,168	2,672	1,708	1,546	89	114	131,822	2,371	448	564

† Total Enrolment includes Student Aid.
* Report for Newfoundland to end of December.

TABLE 5.—TRAINING FOR THE ARMED FORCES—FISCAL YEAR ENDED MARCH 31, 1952

Province	Federal Allotments	Payments to April 30, 1952	Under Training March 31, 1951	Enrolled April 1, 1951 to March 31, 1952	Days' Training
	$	$ cts.			
New Brunswick—Army	16,000	12,128 83	14	48	5,501
Quebec—Army	15,000	12,719 25	21	52	5,653
Ontario—Air Force	6,000	5,585 69	.....	120	3,925
Manitoba—Army	17,000	15,901 80	20	50	4,456
Saskatchewan—Army	328	*366 40	.....	.....	.....
Alberta—Army	55,000	46,803 82	.....	379	18,972
Totals	109,328	93,505 79	55	649	38,507

* $47.87 of this amount was for training given prior to this fiscal year.

TABLE 6.—TRAINING OF WORKERS FOR DEFENCE INDUSTRIES—FISCAL YEAR ENDED MARCH 31, 1952

Province	Federal Allotments	Payments to April 30, 1952	Enrolled April 1, 1951 to March 31, 1952		Hours	
			Full Time	Part Time	Full Time	Part Time
	$	$ cts.				
Nova Scotia	35,000	32,227 14	127	.....	61,468	.....
New Brunswick	17,000	13,025 93	36	.....	33,004	.....
Quebec	15,000	.....	86	158	26,994	9,439
Ontario	50,000	12,096 23	92	.....	31,402	.....
Alberta	15,000	3,234 23	112	.....	25,105	.....
British Columbia*	10,000	.....	.....	.....	.....	.....
Totals	142,000	60,583 53	453	158	177,973	9,439

* No Training Given

TABLE 7.—APPRENTICES REGISTERED ON MARCH 31, 1952, BY PROVINCE AND TRADES

—	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Aeronautical Mechanics	30	.....	.....	.....	.....	.....	27	57
Barbers	.....	.....	8	.....	31	.....	.....	39
Blacksmiths	.....	1	.....	11	.....	.....	.....	12
Body & Fender Repair Men	.....	12	.....	46	13	185	.....	256
Boiler Shop Workers	.....	.....	.....	.....	.....	.....	24	24
Bricklayers	12	14	170	36	21	70	18	341
Cabinet Makers	.....	3	4	.....	.....	.....	.....	7
Carpenters	80	41	340	68	96	160	174	959
Coppersmiths	.....	.....	5	.....	.....	.....	.....	5
Draftsmen	.....	1	.....	.....	.....	.....	.....	1
Electrical Construction Workers	82	64	663	132	48	305	155	1,449
Electrical Maintenance Men	.....	.....	17	9	.....	.....	.....	26
Glass Workers	.....	.....	.....	.....	.....	.....	6	6
Hairdressers[1]	.....	.....	108	.....	.....	.....	16	124
Instrument Makers	1	.....	4	.....	.....	.....	.....	5
Jewellery & Watch Repair Men	.....	.....	.....	.....	.....	.....	13	13
Lathers	.....	.....	.....	7	.....	.....	.....	7
Linemen	.....	188	.....	.....	.....	.....	.....	188
Machinists	56	18	24	.....	.....	.....	237	335
Masons[2]	.....	.....	12	.....	.....	.....	.....	12
Millworkers	.....	12	.....	.....	.....	.....	.....	12
Millwrights	.....	5	.....	.....	.....	.....	.....	5
Motor Vehicle Repair Men	79	97	2,250	265	161	820	349	4,021
Moulder	.....	.....	3	.....	.....	.....	13	16
Office Mach. Mechanics	.....	.....	2	.....	.....	.....	14	16
Painters & Decorators	.....	7	41	30	12	42	19	151
Pattern Makers	2	.....	2	.....	.....	.....	10	14
Pipe Fitters	2	1	2	.....	.....	.....	.....	5
Plasterers[3]	4	.....	114	37	4	89	23	271
Plumbers	47	110	654	72	33	370	120	1,406
Printers	.....	3	2	.....	12	.....	33	50
Radio Operators	.....	.....	.....	.....	.....	29	.....	29
Refrigeration Workers	1	.....	1	8	.....	7	.....	17
Sheet Metal Workers	1	19	214	51	46	174	118	623
Ship Fitters & Shipwrights	15	.....	1	.....	.....	.....	45	61
Sign Painters	.....	.....	.....	.....	.....	.....	7	7
Stationary Engineers	.....	32	.....	.....	.....	.....	.....	32
Steamfitters[4]	7	1	168	15	2	54	.....	247
Steel Fabrication Workers	.....	.....	.....	.....	.....	.....	15	15
Switchboard Operators	.....	23	.....	.....	.....	.....	.....	23
Tilesetters[5]	.....	.....	.....	10	.....	.....	.....	10
Welders	.....	.....	5	.....	16	.....	.....	21
Woodworkers	.....	.....	63	12	.....	.....	.....	75
Miscellaneous	.....	.....	17	.....	.....	.....	21	38
Totals	419	652	4,894	809	495	2,305	1,457	11,031

[1] Included with Barbers in Saskatchewan
[2] " " Bricklayers in Saskatchewan
[3] " " Bricklayers in New Brunswick
[4] Included with Plumbers in British Columbia
[5] " " Bricklayers in British Columbia

TABLE 8.—APPRENTICE TRAINING—FISCAL YEAR ENDED MARCH 31, 1952

Province	Federal Allotment	Claims Paid April 30, 1952		Number of Trades Designated	Class Training					
					Enrolment				Days' Training Full-time Classes	Hours' Training Part-time Classes
		For Previous Years	For 1951-52		Part-Time	Full-Time		Correspondence Courses		
						Pre-Employment	Post-Employment			
	$	$ cts.	$ cts.							
Nova Scotia	40,000	3,754 38	19,613 17	16	657	54	.....	10	1,600	38,570
New Brunswick	40,000	.....	23,475 48	31	348	76	30	33	6,376	15,874
Ontario	200,000	519 31	197,261 63	13	.....	.....	1,573	.....	57,216	.....
Manitoba	45,500	.....	43,798 17	17	.....	135	682	.....	20,827	.....
Saskatchewan	45,000	272 70	39,961 73	13	.....	.....	262	.....	10,376	.....
Alberta	161,000	100 32	158,011 81	12	.....	.....	2,039	.....	53,955	.....
British Columbia	28,500	152 96	7,481 04	22	1,235	.....	.....	166	.....	64,241
Totals	560,000	4,799 67	489,603 03	.....	2,240	265	4,586	209	150,350	118,685

TABLE 9.—ASSISTANCE TO VOCATIONAL SCHOOLS—SPECIAL ALLOTMENT FOR CAPITAL EXPENDITURES

Province	Buildings			Equipment		
	Federal Allotment	Claims Paid in Previous Years	Claims Paid in 1951-52	Federal Allotment	Claims Paid in Previous Years	Claims Paid in 1951-52
	$	$ cts.	$ cts.	$	$ cts.	$ cts.
Newfoundland	219,185	.....	.....	73,065	.....	.....
Prince Edward Island	61,500	61,500 00	.....	20,500	14,097 02	6,402 97
Nova Scotia	378,225	378,222 03	.....	126,075	43,899 14	21,943 59
New Brunswick	324,750	324,750 00	.....	108,250	48,016 40	60,233 60
Quebec	2,354,550	2,292,260 94	62,289 06	784,850	729,449 85	55,400 15
Ontario	2,273,625	839,225 68	467,586 60	757,875	150,259 25	4,384 06
Manitoba	492,000	303,446 92	23,513 83	164,000	49,442 92	11,017 64
Saskatchewan	643,650	602,739 81	40,910 19	214,550	109,095 93	94,339 20
Alberta	525,150	525,150 00	.....	175,050	166,872 34	8,177 66
British Columbia	446,550	446,250 00	300 00	148,850	147,834 36	1,015 63
Totals	7,719,185	5,773,545 38	594,599 68	2,573,065	1,458,967 21	262,914 50

TABLE 10.—ASSISTANCE TO VOCATIONAL SCHOOLS—ANNUAL ALLOTMENT

Province	Federal* Allotment	Claims Paid in Previous Years	Claims Paid in 1951-52 to April 30		
			For Previous Years	For 1951-52	Total Payments to April 30/52
	$	$ cts.	$ cts.	$ cts.	$ cts.
Newfoundland	65,800	65,708 28	.....	49,227 54	49,227 54
Prince Edward Island	25,700	144,602 33	.....	°25,990 00	25,990 00
Nova Scotia	106,400	285,654 08	65,863 20	106,400 00	172,263 20
New Brunswick	92,700	545,099 34	.....	92,700 00	92,700 00
Quebec	609,400	3,480,086 88	176,313 32	503,054 71	679,368 03
Ontario	589,000	3,534,000 00	.....	589,000 00	589,000 00
Manitoba	135,300	307,194 94	2,991 61	°144,832 61	147,824 22
Saskatchewan	173,900	677,864 93	.....	°212,705 93	212,705 93
Alberta	143,800	807,869 74	.....	143,800 00	143,800 00
British Columbia	123,800	634,409 12	71,619 70	123,800 00	195,419 70
Totals	2,065,800	10,482,489 64	316,787 83	1,991,510 79	2,308,298 62

* Includes unmatched grant of $10,000 to each province
° Claims paid include carry-over from previous year

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CANADA

REPORT

of the

DEPARTMENT OF LABOUR

For the Fiscal Year
Ended March 31,
1953

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
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OTTAWA, 1954

Price, 25 cents

To His Excellency, the Right Honourable Vincent Massey, C.H., Governor General and Commander-in-Chief of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour for the fiscal year ended March 31, 1953, all of which is respectfully submitted.

MILTON F. GREGG,
Minister of Labour.

REPORT OF THE

DEPUTY MINISTER OF LABOUR

FOR THE

FISCAL YEAR ENDED MARCH 31, 1953

To The Honourable Milton F. Gregg,
Minister of Labour.

Sir,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ended March 31, 1953.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR H. BROWN,
Deputy Minister of Labour.

May 28, 1953.

TABLE OF CONTENTS

I.—INTRODUCTION

The Department of Labour was established in 1900 under the authority of the Conciliation Act passed in that year, the relevant provisions of which now appear in the Labour Department Act (R.S.C., 1927, Chapter 111).

The history of the Department has appeared in former Annual Reports and is not, therefore, repeated in this Report.

The Civilian Rehabilitation Branch was established during the year and a National Co-ordinator of Civilian Rehabilitation was appointed in June, 1952.

During the fiscal year the Department administered the following statutes: The Industrial Relations and Disputes Investigation Act; Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; Government Annuities Act; The Vocational Training Co-Ordination Act, 1942; The Government Employees Compensation Act, 1947; The Merchant Seamen Compensation Act; and The Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for building and construction and for equipment and supplies are enforced by the Department.

An anti-discrimination clause, forbidding discrimination in employment because of race, national origin, colour or religion, was required in all government contracts after January 1, 1953. This provision was added to the Fair Wages Order in Council P.C. 5547/49 by P.C. 4138 of September 24, 1952, and gazetted October 8, 1952. The order applies to all contracts made by the Government of Canada for construction, remodelling, repair or demolition of public buildings or other works or for the manufacture and supply of equipment and material.

The Department was also responsible for the administration of a number of measures, such as Orders in Council dealing with special aspects in the field of labour.

The co-operative arrangements with the provincial governments concerning the farm labour program were continued during the fiscal year.

During the course of the fiscal year, the records of National Registration, 1940, preserved by the Department, were used extensively by the National Health and Welfare Department as proof of age to enable our older citizens to benefit under the Old Age Security Act.

The co-operative research project initiated in the fiscal year 1951-52, between the Department and a number of universities in the field of industrial relations was continued during the fiscal year.

On March 4, 1953, Mr. A. MacNamara, C.M.G., LL. D., retired from the position of Deputy Minister of the Department of Labour and on March 5 was succeeded by Mr. A. H. Brown, O.B.E.

At March 31, 1952, there were 694 persons, including 36 casual and prevailing rate employees, on the staff of the Department of Labour. At March 31, 1953, there were 656* on the staff, including 21 casual and prevailing rate employees.

A financial statement for the Department is given in the Public Accounts of Canada.

Detailed information on the activities of the Department will be found in the chapters which follow.

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* This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined staffs (regular and casual) of which totalled 8,219 at March 31, 1953, as compared with 8,147 at March 31, 1952.

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II.—INDUSTRIAL RELATIONS

INTRODUCTION

During the fiscal year under review, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected approximately 204,795 employees. Since that Statute went into effect on September 1, 1948, conciliation proceedings under its provisions have affected some 376,251 employees.

Cumulative totals show that from the inception of the Act to March 31, 1953, the Minister of Labour has appointed Conciliation Officers to deal with 186 disputes. In the same period he has established Conciliation Boards to investigate and report upon 82 disputes, which were not settled by Conciliation Officers or otherwise, including 7 disputes which were referred directly to Boards without preliminary mediation on the part of Conciliation Officers. Of the 191 disputes* referred either to Conciliation Officers or to Conciliation Boards, 92 were adjusted by Conciliation Officers and 51 were settled by Conciliation Boards, while 8 lapsed and 20 remained pending on March 31, 1953. There were 20 disputes not settled, but in only 8 of these cases did the conciliation proceedings fail to avert work stoppages.

The Minister and officers of the Department of Labour made their services available in connection with numerous industrial disputes, as indicated in the statistical tables. Some of these disputes involved large numbers of workers; others involved relatively few. In the main, the situations which made the most strenuous demands upon the conciliation services of the Department were disputes affecting various branches of railway service.

The railway dispute of the greatest magnitude which was dealt with during the fiscal year affected some 144,000 non-operating employees of the Canadian National Railways, the Canadian Pacific Railway Company, the Toronto, Hamilton and Buffalo Railway Company and the Ontario Northland Railway. The employees were represented by seventeen associated railway labour organizations, fifteen of them being international and the other two national in scope. The main issues in disputes were demands of the employees for general wage increases equivalent to 45 cents per hour effective September 1, 1952; a cost-of-living bonus scheme effective September 1, 1952; a union shop clause as a condition of employment; the check-off of union dues; and elimination of an "emergency clause" relating to overtime work. An attempt to mediate the dispute was made by two senior officers of the Department, without success. Subsequently, the Minister established a Board of Conciliation to deal with the dispute, and majority and minority reports were submitted on November 24. With encouragement from the Department of Labour, further direct negotiations between the parties then took place and on December 19, 1952, agreement was reached as to the terms of new agreements to run for one year. These were to provide for a wage increase amounting to approximately 16 cents per hour, on the average, retroactive to September 1. Another major change was the establishment of a compulsory check-off of union dues, with all employees in each bargaining unit being required to pay regular dues or their equivalent, whether or not they are members of the union.

* This number of disputes has been adjusted from 193 to 191 to allow for cases treated as single disputes when dealt with by Conciliation Officers, which were later considered as multiple disputes and referred to more than one Conciliation Board.

A dispute of smaller proportions which was even more difficult to settle involved some 22,000 employees of the Canadian National Railways and the Canadian Pacific Railway Company, engaged in road, train and yard service on the two properties, and represented by the Brotherhood of Railroad Trainmen. The men affected were classified as yardmasters, assistant yardmasters, yardmen, conductors, baggagemen, brakemen, trainmen, switchtenders and flagmen, covered by a number of collective agreements entered into mainly on a system or regional basis.

Following the giving of notice for the revision of the different collective agreements, in February, 1952, negotiations were carried on separately but concurrently between the union and the two railways. In April, 1952, a Conciliation Officer of the Department of Labour was appointed to endeavour to mediate the differences between the Brotherhood and the management of the C.P.R. When this effort failed, separate Boards of Conciliation and Investigation were appointed during May to deal with the situations on the two railway properties. The personnel of these Conciliation Boards differed only in the employer's nominee. The issues argued before the Boards were also much the same. In each case, the union's demands were for an increase in wage rates of 35 per cent; an escalator clause providing for an increase of one cent per hour in wages for each one-point increase in the cost-of-living; a decrease in hours of work in yard service, to provide for a five-day forty-hour week with maintenance of forty-eight hours' pay; and certain changes in working rules. In each case, too, the companies made demands for certain changes in rules, which they claimed would result in more efficient operations without reducing rates of pay.

There were majority and minority reports made by each Conciliation Board to the Minister of Labour at the end of December. The chairman, Judge W. S. Lane, of Picton, Ont., and the employer's nominee in each case signed the majority reports. These reports recommended a 12 per cent wage increase across the board, conditional upon the acceptance by the employees of certain rules changes. They recommended against the adoption of an escalator clause or the granting of a five-day forty-hour week in yard service. The minority reports recommended a wage increase of 20 per cent, retroactive to April 1, 1952; the introduction of the forty-hour week effective October 1, 1953, without reduction of take-home pay; and stated that there was much to be said in favour of an escalator clause.

The railway companies on January 7 announced that they were prepared to accept and implement the recommendations of the majority reports of the Conciliation Boards, and requested early discussions with the union to explore the possibility of reaching a settlement. The Brotherhood of Railroad Trainmen withheld participation in discussions until its five General Committees met together to review the Board reports and to decide upon procedure. On January 16, the union urged the companies to set a date for conferences as soon as possible with a view to reaching a complete settlement before February 2, failing which employees would withdraw from service on that date.

Meetings were held between the parties on January 20, but quickly reached an impasse over questions of procedure. The union insisted that the minority report in each case be used as the basis of negotiations, while the companies held to the position that the law provided that the majority report shall be considered as the report of a Conciliation Board and should therefore be taken as the basis of discussion in any further negotiations.

The parties notified the Minister of Labour on January 20 that they had failed to reach a settlement, but did not ask for mediation. The Minister at once replied suggesting that conferences be resumed. He asked the parties not to take a rigid attitude on questions of procedure, but rather to concentrate on the area of the differences between them.

A joint meeting between representatives of the union and the two companies was held on January 22 but ended in stalemate and the Minister was informed that no common ground was found for further negotiations. Nevertheless, the parties convened again in Montreal on January 26, 27 and 28, but without concrete results.

With the February 2 strike deadline approaching, the Minister of Labour intervened once more to ask the parties to send authorized representatives to Ottawa for conferences with the Prime Minister, the Minister of Transport and himself on January 29. This invitation was accepted and the groups of top officials of the two sides were each accorded lengthy interviews with the Prime Minister and his colleagues, at which the seriousness of the situation and the necessity of agreement were emphasized.

Direct negotiations were then resumed between the parties in a Committee Room of the Houses of Parliament. After two bargaining sessions, it was announced that an agreement had been reached. The settlement included a 12 per cent increase in wages, later made retroactive to April 1, 1952. For yard service employees, it was agreed that working hours would be reduced to 40 per week beginning October 1, 1953, and that a referee, to be appointed by the Prime Minister in his personal capacity, would decide upon the formula for the accompanying adjustment in wage rates. The parties also undertook to bargain further on the outstanding issues concerning changes in working rules.

Another important dispute, which proved easier of settlement, was one which involved the Railway Association of Canada, representing seven railways, and the Brotherhood of Maintenance of Way Employees, acting on behalf of extra gang labourers.

In this case a unanimous report was received from the Conciliation Board, headed by J. H. Stitt, of Ottawa, after a reference of the dispute to a Conciliation Officer had failed to settle the matter. The case was also of more than usual interest in that it affected a body of workers ranging in number from about 5,000 to more than 10,000, depending on the season, who had never before enjoyed the benefits of collective bargaining. The group had been included late in 1951 in orders for certification as bargaining agent of the Brotherhood of Maintenance of Way Employees, issued by the Canada Labour Relations Board, affecting numerous classifications of employees of the several railways performing maintenance-of-way work.

The dispute was settled by the signing of a separate agreement on February 24, 1953, covering labourers in temporary extra gangs, providing for increased wage rates, shorter standard hours of work, seniority rights for employees upon completion of a probationary period or six months' experience in similar work on any associated railway, paid vacations, and numerous other advantages.

Other noteworthy cases in which the Minister of Labour provided Conciliation Board procedure included a dispute between the Brotherhood of Railroad Trainmen and the Canadian Pacific Railway Company, affecting approximately 800 employees in the Company's dining car service; a dispute between the Brotherhood of Locomotive Firemen and Enginemen and the Canadian National Railways affecting some 7,000 employees on the system classified as locomotive firemen, helpers, hostlers and hostlers' helpers, together with locomotive engineers on the Newfoundland District of the railway; and a dispute between the Brotherhood of Locomotive Firemen and Enginemen and the Canadian Pacific Railway Company affecting some 6,000 employees on the system classified as locomotive firemen, helpers, hostlers and hostlers' helpers. The reports of the last two Conciliation Boards mentioned above, which were under the chairmanship of Hon. Mr. Justice G. A. Gale, of Toronto, were not only unanimous, but were accompanied by a collective agreement signed by the

parties. The Conciliation Board in the dispute effecting the C.P.R. dining car service, of which J. H. Stitt, of Ottawa, was chairman, was unanimous except in respect of the number of hours after which punitive overtime rates should be computed. This report also was instrumental in effecting a mutually satisfactory settlement between the parties.

There were no proceedings under the Conciliation and Labour Act, during the fiscal year, its operations having been carried out, where necessary, under the Industrial Relations and Disputes Investigation Act.

THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT*

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948, and thus the year under review was the fourth in which the provisions of the Act were in full force and effect over the period of a complete fiscal year.

The Act in its legislative principles combines the long-tested cooling-off, investigation and conciliation features of the Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proven their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council, P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and for employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative Board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

* For a review of the provisions of the Act, its application to industries within federal jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette*, November 1948, pp. 1255-61, and also the *Annual Report of the Department of Labour* for the fiscal year ended March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in the form of a Bill.

10. The appointment of Industrial Inquiry Commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the federal legislation in the application thereof to any industry.

The Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlements of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative Labour Relations Board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of Conciliation Officers, Conciliation Boards, Industrial Inquiry Commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the chapter entitled *"Canada Labour Relations Board"*.

Regulations Under the Act

The Industrial Relations and Disputes Investigation Regulations, made pursuant to Section 67 of the Act and given effect through Order in Council P.C. 4682 of October 22, 1948, prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of Conciliation Officers and Conciliation Boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

For the complete text of the Regulations under the Act, see *The Labour Gazette*, January 1949, pp. 55-7.

Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act

Sections 16 and 17 of the Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any

other case where he considers it advisable to do so, the Minister of Labour may appoint a Conciliation Officer to confer with the parties and attempt to effect an agreement. If a Conciliation Officer reports failure to bring about the settlement of a dispute, the Minister may appoint a Board of Conciliation and Investigation. The Act also provides that the Minister may appoint a Conciliation Board without prior reference to a Conciliation Officer, but the normal practice is the appointment of a Conciliation Officer in the first instance.

When a Conciliation Board is appointed, each party to the dispute is invited to nominate one person for appointment to the Board. The two members so appointed are then requested to recommend a third person for appointment as Chairman. If they fail to agree, the Minister selects the Chairman.

The first duty of a Board of Conciliation and Investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year the Minister appointed 54 Conciliation Officers under Section 16 of the Industrial Relations and Disputes Investigation Act and in nine other cases Conciliation Officers appointed before April 1, 1952 continued to function.

In 30 of these 63 cases settlements of the disputes were effected by the Conciliation Officers; in 23 cases the Conciliation Officers were not able to settle the disputes and recommended the appointment of Boards of Conciliation and Investigation; in two cases the disputes lapsed and in the remaining eight cases the Conciliation Officers were still functioning at the end of the fiscal year.

In the same period the Minister appointed Boards of Conciliation and Investigation under Section 17 of the Act to deal with 30 disputes. In five of these cases, the Conciliation Boards were established without a previous reference of the dispute to a Conciliation Officer. In two cases the terms of reference of the Conciliation Boards were enlarged to include differences between the parties which were not previously dealt with by Conciliation Officers; and in two other instances, cases which were referred to Conciliation Officers as a single dispute, but which involved dissimilar operations of an employer, were each split and referred to two separate Boards. Reports were also received from six Boards, established during the previous fiscal year, which dealt with six disputes.* A dispute was settled in one other case where the parties were considering the Conciliation Board recommendations handed down during the previous fiscal year. In respect of the 36 disputes actively dealt with by Conciliation Boards during the year and the one in which a Board report was still under consideration on March 31, 1952, settlements were secured in 23 disputes by the end of the fiscal year; two disputes were not settled, eight disputes were being dealt with at the end of the fiscal year and in four disputes consideration was being given by the parties to the recommendations of the Boards. A strike occurred in one of the two disputes which were not settled by Conciliation Boards.

* Through a change in statistical procedure, these six Boards are treated here as having dealt with six disputes. In the 1952 *Annual Report* they were treated as having dealt with 15 disputes, the results of which were shown as pending at the close of the fiscal year ended March 31, 1952.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF CASES, FOR THE FISCAL YEAR AND FROM INCEPTION OF THE ACT

—	April 1, 1952, to March 31, 1953		September 1, 1948, to March 31, 1953	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by Conciliation Officers at beginning of period	9	3,092	.....	.....
Disputes referred to Conciliation Officers	54	175,056	186	348,480
Total	63	178,148	186	348,480
Disputes settled by Conciliation Officers	30	7,471	92	33,106
Disputes not settled by Conciliation Officers	23	165,901	81(a)	310,158
Disputes which lapsed; no further action required	2	907	5	1,347
Disputes being dealt with by Conciliation Officers at end of period	8	3,869	8	3,869
Total	63	178,148	186	348,480
Disputes being dealt with by Conciliation Boards at beginning of period	6(b)	1,534(b)	.....	.....
Disputes in which parties were considering Conciliation Board recommendations at beginning of period	1(c)	540	.....	.....
Disputes referred to Conciliation Boards	30(d)	192,580	82(e)	337,197(b)
Total	37	194,654	82	337,197
Disputes settled by Conciliation Boards	23	191,237	51	198,213
Disputes not settled by Conciliation Boards	2	230	16(b)	135,557(b)
Disputes which lapsed; no further Board action required	.....	.....	3	240
Disputes in which parties were considering Conciliation Board recommendations at end of period	4	132	4	132
Disputes being dealt with by Conciliation Boards at end of period	8	3,055	8	3,055
Total	37	194,654	82	337,197

(a) Includes four disputes which were not referred to Conciliation Boards.
(b) As revised.
(c) Previously listed as not settled.
(d) Includes 5 disputes not previously referred to Conciliation Officers.
(e) Includes 7 disputes not previously referred to Conciliation Officers.

OTHER PROCEEDINGS BEFORE THE MINISTER OF LABOUR UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT

Complaints to the Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received no complaints under Section 43 of the Industrial Relations and Disputes Investigation Act during the period from April 1, 1952 to March 31, 1953, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1953, the Minister of Labour received a total of six such complaints under Section 43 of the Act. One complaint was withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for action taken, see chapter on "*Canada Labour Relations Board*").

Applications to the Minister of Labour for Consent to Prosecute

The Minister received no applications for consent to prosecute under Section 46 of the Act during the period April 1, 1952, to March 31, 1953.

During the period from September 1, 1948, to March 31, 1953, the Minister received a total of twelve such applications for consent to prosecute. Six applications were granted, two refused, two referred to Industrial Inquiry Commissions and settled, one was withdrawn and one lapsed.

Complaints to the Minister of Labour of Violation of Provisions of the Industrial Relations and Disputes Investigation Act

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a Conciliation Officer or by an Industrial Inquiry Commission.

Two complaints under Section 44 were made to the Minister of Labour during the period from April 1, 1952, to March 31, 1953.

During the period from September 1, 1948, to March 31, 1953, a total of five complaints under Section 44 were made to the Minister. In one case the Minister appointed an Industrial Inquiry Commission under Section 56 of the Act to investigate the complaint and it was subsequently dismissed. One complaint was withdrawn, one lapsed, and two were still receiving consideration at the end of the fiscal year.

Industrial Inquiry Commissions under the Industrial Relations and Disputes Investigation Act

Under Section 56 of the Act the Minister of Labour is empowered to appoint an Industrial Inquiry Commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a Commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the fiscal year, two Industrial Inquiry Commissions were appointed. In all, since the inception of the Act, eight such appointments have been made.

STATISTICAL RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all work stoppages caused by labour-management disputes in Canada without any distinction as to whether they are dealt with under federal or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* of strikes and lockouts in existence during the month, giving particulars, as to duration, cause and method of settlement. A review for each calendar year, with statistical analyses, is published as early as possible in the year following.

For the purpose of the statistical record, a strike or lockout is a cessation of work involving six or more employees for at least one working day, or a number of workers for part of a day which causes a time loss of ten or more man-working days. The compilation conducted by the Economics and Research Branch

involves only workers directly affected, that is, those on strike or locked out, but the employees in the establishment who are indirectly affected, that is unable to work because of the work stoppage, are shown in a footnote when the number is important. Information as to such stoppages is received from various sources, such as officers of the Department throughout Canada, from provincial Departments of Labour, from press clippings, etc. In each case an endeavour is made to obtain complete details from the parties concerned, that is from representatives of the workers involved and from the employer.

A complete survey of strikes and lockouts in Canada during 1952 will be published early in the next fiscal year. This publication will also include an annual review giving available information as to strikes and lockouts in certain other countries.

TABLE 1.—STRIKES AND LOCKOUTS, CANADA, BY YEARS, 1945-1952

Year	Number Beginning During the Year	Strikes and Lockouts in Existence During Year						
		All Industries						
		Total Number of Strikes and Lockouts	Number of Employers	Number of Workers Involved	Time Loss			
					In Man-Working Days	Average Days Per Wage and Salary Earner	Average Days Per Worker Involved	Per Cent of Estimated Working Time
1945.....	196	197	418	96,068	1,457,420	0·49	15·17	0·17
1946.....	225	228	1,299	139,474	4,516,393	1·49	32·38	0·50
1947.....	232	236	1,173	104,120	2,397,340	0·77	23·02	0·26
1948.....	147	154	674	42,820	885,793	0·27	20·68	0·09
1949.....	132	137	542	51,437	1,063,667	0·32	20·68	0·11
1950.....	158	161	345	192,153	1,389,039	0·40	7·23	0·13
1951.....	257	259	646	102,870	901,739	0·24	8·77	0·08
1952.....	216	222	518	120,818	2,879,955	0·76	23·84	0·29

FAIR WAGES POLICY

The Fair Wages Policy of the federal government was originally adopted as a Resolution of the House of Commons in 1900, and later expressed in an Act of Parliament and in a series of Orders in Council which were consolidated by Order in Council of November 3, 1949 (P.C. 5547).

The statute referred to was "the Fair Wages and Hours of Labour Act, 1935". This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week.

By Order in Council P.C. 6801, dated November 23, 1940, regulations were adopted under the Fair Wages and Hours of Labour Act, 1935, making the Deputy Minister of Labour responsible for the investigation of claims for the payment of wages at the rates specified in fair wages schedules, and established a procedure for the settlement of such claims.

On September 24, 1952, Order in Council P.C. 5547 was amended by Order in Council P.C. 4138 to provide that all types of contracts to which the former Order is applicable, entered into on or after January 1, 1953, should contain a

clause prohibiting discrimination against any employee because of race, national origin, colour or religion, or because the employee has made a complaint or given information with respect to such discrimination *(Labour Gazette*, December, 1952, p. 1611).

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appears on pp. 26-28 of the *Annual Report of the Department of Labour* for the fiscal year ended March 31, 1950.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

During the fiscal year ended March 31, 1953, the Department of Labour issued 1,600 schedules of fair wages and conditions of employment as compared with 1,765 during the fiscal year 1951-52, and 1,814 during the fiscal year 1950-51. The total value of contracts reported to the Department as having been awarded during the last fiscal year was $200,846,142.38, as compared with $258,521,656.72 for the fiscal year 1951-52. During 1952-53 the sum of $19,198.61 was collected from employers and distributed to 251 workers. During the fiscal years 1951-52 and 1950-51 such collections totalled $8,449.18 and $37,146.61 respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the manufacture of supplies and equipment include the standard labour conditions of the Department of Labour as a provision of the contract. During the fiscal year under review, 2,054* contracts were awarded, with a value of $35,275,495.55.* During the same period 40 statutory declarations listing the classifications of workers employed on such contracts, their wage rates and hours of work were submitted to the Department for review.

Prevailing Rate Employees

By order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing department; the compensation shall not exceed the salaries provided in the classification schedules; and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original order.

On December 6, 1949, Order in Council P.C. 6190, the Prevailing Rate Employees General Regulations, established, among other things, a method of determining the rate of pay of these exempt employees. The rate of normal pay and the rate and conditions of extra pay for these employees in each unit in the public service is fixed by Treasury Board after consultation with the Department of Labour.

There are in the government service in Canada about 38,000 of these employees exempt from the operation of the Civil Service Act, and they are employed in public buildings, parks, forests, on canals, special projects and government vessels.

* Not including contracts awarded by the Department of Defence Production for the month of March 1953.

During the fiscal year 1952-53 the number of wage rate recommendations made for the establishment of rates of pay for prevailing rate employees of the government was 6,654. Approximately 400 different occupational classifications were represented in the recommendations made.

The corresponding figures for the fiscal year 1951-52 were 6,876 recommendations involving about 390 occupational classifications.

During the fiscal year 1952-53, there were 493 surveys conducted by field officers of the Department to obtain information as to the wage rates paid by private employers in the many areas across Canada where prevailing rate employees of the government were also employed. In determining the appropriate rates for these employees, the wage returns collected by the Economics and Research Branch, the rates established by collective agreements and the wage rates specified in some provinces by legislation were also examined.

LABOUR-MANAGEMENT CO-OPERATION SERVICE

Since it was authorized to succeed the Industrial Production Co-operation Board in May 1947, the Labour-Management Co-operation Service has carried on the work of promoting labour-management production committees in Canadian industry. An Advisory Committee made up of representatives of employers' organizations and trade unions advises the Minister of Labour on matters pertaining to the Service. The present Committee was appointed under Order in Council P.C. 2527, dated May 30, 1951.

The growth in the number of labour-management production committees continued during the fiscal year. At April 1, 1952, the total number of committees was 834. By March 31, 1953, this figure had risen to 919. Details of the distribution of labour-management production committees by industry are presently available only to December 31, 1952. There were 885 committees listed on the Department's records at that date.

A total of 327,441 Canadian workers were represented on these 885 LMPCs. In manufacturing industries there were 492 committees, representing 179,467 workers; in transportation, 70,621 workers represented by 173 committees; in mining, 22,221 workers represented by 23 committees; in service industries, 20,018 workers covered by 57 committees; and in communications, 29,373 workers represented by 121 committees. There were 19 committees, covering 5,741 workers in various other industries such as retail and wholesale trade, construction and finance.

As an integral part of its program to promote labour-management production committees, the Service distributes publicity material designed to aid in the formation of new committees, and to assist established committees to function more effectively. Material in both English and French was published during the year. The following titles were distributed in the period under review:

(1) *Information Bulletin No. 5—The Duties of an LMPC Chairman.* Bulletin No. 5 provides information helpful to LMPC chairmen in the proper conduct of meetings.

(2) *Meters, Motors and Men,* a reprint of a research study on the operation of the LMPC at the Sangamo Company, in Leaside, Ontario.

(3) *Industrial Democracy at Work,* a reprint of a pamphlet describing the scope and function of labour-management production committees.

(4) *Co-operation Works Here,* a reprint of a research study of the labour-management production committee at the Winnipeg plant of Burns & Co. Limited.

(5) *Joint Consultation in The E.B. Eddy Company,* a research study of the labour-management production committee at The E.B. Eddy Co. Ltd., in Hull, P.Q.

(6) *What Management Men Say About LMPCs*, a series of three folders comprising statements by management spokesmen on their experiences with labour-management production committees.

(7) A new series of 12 two-colour posters dealing with increased production, ideas, fire prevention, safety and other matters discussed by LMPCs. Each poster has a companion pay envelope stuffer amplifying the poster message. During the fiscal year requests for 18,820 posters and 174,575 pay envelope stuffers were received from established committees.

Teamwork in Industry, monthly bulletin of the Service, was issued regularly. It contained detailed information on the activities of outstanding LMPCs, as well as briefer accounts of committee activities, and other articles of interest. The average monthly circulation of *Teamwork in Industry* was 11,500 in English and 2,800 in French.

The Service also sponsored an LMPC broadcast, *The Third Dimension*, on a network of Canadian radio stations. A series of advertisements appeared in the Trades and Labour Congress *Journal*, the Canadian Congress of Labour *Unionist*, and *Le Travail*, organ of the Canadian and Catholic Confederation of Labour. A monthly article on the highlights in LMPC activity was printed in *The Labour Gazette*.

Field representatives of the Service continued to promote the formation of labour-management production committees. For this purpose branch offices are located at Amherst, Three Rivers, Montreal, Quebec, Toronto, Hamilton, Kitchener, Windsor, Winnipeg and Vancouver. During the fiscal year the fieldmen made 2,402 visits to established committees to render whatever assistance was necessary to make them function more effectively. Included in this total are calls made on management and union representatives to discuss the operation of committees.

The activities most frequently reported by established committees were: (1) improved production efficiency, (2) improved quality, (3) reduction of waste, (4) measures to promote better understanding between management and labour, (5) accident prevention, (6) good housekeeping, (7) reduction of absenteeism.

GREAT LAKES SEAMEN'S SECURITY REGULATIONS

The Great Lakes Seamen's Security Regulations became effective on March 22, 1951, pursuant to the provisions of Order in Council P.C. 1439, which was passed under the Emergency Powers Act. Amendments to the Regulations have been made from time to time, based upon the results of experience in their administration and upon representations received in the course of consultation with representatives of the shipping industry and of trade unions. The current Order in Council embodying the Regulations is P.C. 2306 of May 2, 1952.

Briefly, the purpose served by the Regulations is to ensure by means of a screening process that only persons who are trustworthy as regards national security are permitted to sail on vessels plying the vital waterways of the Great Lakes area and the Upper St. Lawrence River. The area affected includes Lakes Ontario, Erie, Huron (including Georgian Bay), Michigan and Superior, and their connecting waters, and includes the St. Lawrence River as far east as the lower exit of the Lachine Canal and the Victoria Bridge at Montreal.

The Regulations were adopted in the light of the existing international situation and they parallel and complement the security screening provisions applicable to seamen employed on U.S. vessels operating in these waters.

The Regulations are administered by the Department of Labour through the National Employment Service of the Unemployment Insurance Commission.

III.—CANADA LABOUR RELATIONS BOARD

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board in the course of its functions mentioned above has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union, and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent Chairman. There is also a Vice-Chairman who acts as Chairman, in the absence of the latter. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act and given effect through Orders in Council P.C. 4682 of October 22, 1948, P.C. 1547 of March 28, 1950, and P.C. 2007 of April 23, 1952, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board and which are mentioned above in the first paragraph of this chapter. In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

For the text of the Rules of Procedure, and reports on amendments to the Rules, see *The Labour Gazette*, January, 1949, pp. 57-60; May, 1950, pp. 673-4, and July, 1952, p. 946.

Hearings of the Board

During the fiscal year, April 1, 1952 to March 31, 1953, the Canada Labour Relations Board held 21 meetings, usually holding one or two-day sessions each month. In addition to other activities, statistics of which are given below, 26 hearings were held either at the wish of the parties concerned or by direction of the Board. Thirty-two employers and 44 trade unions were represented before the Board.

About one-third of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings Under the Industrial Relations and Disputes Investigation Act

During the fiscal year ended March 31, 1953, the Canada Labour Relations Board received 89 applications for the certification of bargaining agents which directly affected 6,262* workers. The Board disposed of another 16 applications for certification which were under investigation at the close of the previous fiscal year. Of these 105 applications, which directly affected 8,629* workers, 69 had been granted, 13 rejected and 12 withdrawn. At the end of the fiscal year, the remaining 11 were still under investigation. During the fiscal year the Board ordered 22 representation votes.

From September 1, 1948, the date on which The Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1953, the Board disposed of a total of 397 applications for certification directly affecting some 76,027 workers, 242 applications being granted, 94 rejected and 61 withdrawn. Since September 1, 1948, the Board has ordered 71 representation votes.

Complaints of Failure to Bargain Collectively Referred to the Canada Labour Relations Board

During the fiscal year ended March 31, 1953, no complaints made under Section 43 of The Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

From September 1, 1948, to March 31, 1953, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Canada Labour Relations Board for Revocation of Certification

Section 11 of The Industrial Relations and Disputes Investigation Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

The Board received two applications for revocation during the fiscal year ended March 31, 1953, one application being granted and the other rejected. During the year the Board also allowed the withdrawal of one application for revocation of certification which had been carried over from the previous fiscal year.

In all, since the inception of the Act, 15 applications for revocation have been received, eight being refused, six granted, and one withdrawn.

Applications to the Canada Labour Relations Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. The Board received no such applications during the fiscal year under review. In all, since the inception of the Act, three applications have been received, one being granted and two rejected.

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* Preliminary estimate, subject to revision.

IV.—CANADIAN GOVERNMENT ANNUITIES

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Administration of the Act originally came under the Minister of Trade and Commerce, was transferred to the Postmaster General in 1912 and to the Minister of Labour in 1922.

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in forty-three communities across Canada. Full information is available to the public through these sources or from the nearest Accounting Post Office.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, which ever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have been turning in increasing numbers to Government Annuities for pensions for their employees and members. Under the first retirement annuity agreements, employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become more than half of the total.

Financial Statement.—From September 1, 1908, the date of inception of the Annuities Branch, up to and inclusive of March 31, 1953, the total number of new individual contracts and certificates issued was 350,224. Table 1 (A) shows the number of individual contracts and certificates issued and net receipts by five-year periods, and Table 1(B) gives this information by fiscal years, from 1945 to 1953, inclusive, the number for the fiscal year under review being 18,433. Of these 4,799 were contracts with individual annuitants and 13,634 were certificates issued under all the group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued

during the year 1952-53 under new group contracts. There was a total of 940 group contracts, under which, at the date under review, 137,537 active registrations were in effect (as compared with 131,749 for the previous year). In addition 12,498 employees or members had been retired with vested annuities, 4,090 had died before retirement, and 45,631 had withdrawn following change of employment. Among the contracts issued during the year were 972 immediate annuity contracts with an average amount of annuity of $471.

The total net receipts since September 1, 1908, were $773,286,980.90, net receipts for the year under review being $62,787,282.45. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1953, is shown in Table 2 to be $736,540,927. This includes the sum of $743,616.59 transferred to maintain the reserve.

On March 31, 1953 (Table 3), annuity payment was being made under 61,238 contracts and certificates and was deferred under the remaining 246,724. The total amount of annuity payable under vested contracts was $28,218,012, an average of $461 per contract. The value of all outstanding liabilities was $736,540,927, of which $305,843,613 was the value of vested annuities, $430,564,511 the value of deferred annuities, and $85,589 the reserve held for payment of benefits by instalments under a small number of group annuities, the remainder being advance premiums.

Transfer to Maintain Reserve.—(See Table 2). As mentioned last year, part of this figure has heretofore been shortage of interest arising from the interdepartmental accounting between the Departments of Labour, Finance, and Post Office. Effective this year, the true interest figure is being credited to the fund. Consequently, the transfer to maintain reserve now correctly shows only the mortality loss arising from old contracts, the premium basis of which has turned out to be insufficient to cover the unexpected increase in longevity that has taken place since the premiums were set.

Analysis of Vested Annuities.—Tables 4 (A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1953 under the first four classes in Table 3 (existing single lives without and with guaranteed period). The number of contracts analysed was 53,864—an increase of 3,025 or 6·0 per cent over the number for the previous year. From Table 4 (A) which shows the distribution of contracts by amount of annuity, it may be seen that 67·8 per cent of the annuities were for amounts under $600, 20·1 per cent for $600 but less than $1,200 and 12·1 per cent for $1,200 or over (those over $1,200 having been issued prior to August 1931). In Table 4 (B) the classification is by sex and age of annuitant and shows the largest age group to be 60-69 for each sex. The arithmetic average of attained ages under these vested contracts was 68·3 years, an increase of 0·2 years over the previous year.

Under vested annuity contracts involving single lives, 2,005 deaths were reported during the year, the average age at death being 74·9 years.

Statistics in this section of the report are based on contracts rather than on individual lives.

Up to March 31, 1953, fourteen annuitants—seven males and seven females—had attained the age of one hundred years. Of these, five centenarian annuitants were living on March 31, 1953.

Group Annuity Contracts.—During the year a new form of contract for pension plans was drawn up. It was approved by Order in Council P.C. 12/424,

dated March 25, 1953, for use on and after April 1, 1953. It is considered that this contract will obviate certain administrative difficulties that have arisen under the old type of group contract.

Annuities Reducing at Age 70.—Regulations were drafted to provide for annuities that will reduce in amount at age 70 by the amount of Old Age Security payments; to provide that this type of annuity may be offered as an optional form at maturity where the contract is originally written for a level annuity; and to make such option available under old contracts as they mature. (These regulations to come into effect early in the next fiscal year.)

Regulations.—Additional regulations were drafted to make annuity contracts more flexible with respect to changing circumstances. Authority is provided, for example, as follows:

1. To change a deferred last survivor annuity to a single life annuity.
2. To clarify the situation with respect to altering and amending contracts.
3. To permit the purchaser of an annuity to vest the control thereof in the annuitant.
4. To permit additional optional forms of annuity at the maturity date of deferred annuities.
5. To insure continuity of contract under pension plans where an employer changes his corporate name or sells his business, without the necessity of special legislation in each individual case.

(These regulations to come into effect early in the next fiscal year.)

TABLES 1 (A) AND 1 (B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS TO MARCH 31, 1953, AND BY FISCAL YEARS 1945-53 INCLUSIVE

TABLE 1 (A)			TABLE 1 (B)		
Five-Year Period from April 1 to March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		$ cts.			$ cts.
1908[1]-1913	3,106	1,737,059 70	1945*	15,796	33,076,435 98
1913-1918	1,379	1,912,412 51	1946*	25,538	46,954,535 93
1918-1923	1,162	3,039,186 26	1947*	43,585	72,009,764 42
1923-1928	3,289	10,742,535 37	1948*	40,945	75,067,827 28
1928-1933	7,458	18,782,856 83	1949*	36,332	64,311,115 91
1933-1938	26,229	78,895,127 50	1950*	21,078	63,133,241 57
1938-1943	47,727	97,040,507 50	1951*	21,775	59,648,322 61
1943-1948	145,218	253,708,661 36	1952*	17,038	57,548,671 33
1948-1953	114,656†	307,428,633 87	1953*	18,433†	62,787,282 45
Totals, omitting years marked * included in Table 1 (A)				350,224†	773,286,980 90

[1]From September 1, 1908.

TABLE 1 (C).—NUMBER OF INDIVIDUAL CONTRACTS ISSUED AND NUMBER OF CERTIFICATES ISSUED UNDER GROUP CONTRACTS DURING EACH OF THE FISCAL YEARS 1944–45 TO 1952–53

Fiscal Year	Individual Contracts Issued	Group Certificates Issued	Total
1944–45	6,483	9,313	15,796
1945–46	8,183	17,355	25,538
1946–47	13,174	30,411	43,585
1947–48	14,237	26,708	40,945
1948–49	6,463	29,869	36,332
1949–50	5,389	15,689	21,078
1950–51	6,747	15,028	21,775
1951–52	4,903	12,135	17,038
1952–53†	4,799	13,634	18,433

NOTE: †The figures in Table 1 do not include 5,847 contracts issued to previous purchasers of 3% contracts who applied for new contracts at the new 3½% rates and discontinued paying premiums on their old contracts.

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR ENDING MARCH 31, 1953

FUND—	
Fund, April 1, 1952	$675,931,703 00
Receipts, 1952–53, less disbursements	59,865,607 41
Transfer to maintain reserve	743,616 59
Fund, March 31, 1953	736,540,927 00
LIABILITIES—	
Valuation of annuities outstanding (see attached table)	736,540,927 00
RECEIPTS—	
Immediate annuities	5,823,355 57
Deferred Annuities	57,347,618 31
Interest to March 31, 1953	26,994,535 00
Total	90,165,508 88
DISBURSEMENTS—	
Vested annuities	27,355,115 61
Commuted values	338,612 21
Premiums returned with interest (including instalment death benefits)	2,222,482 22
Premiums returned without interest	383,691 43
Total	30,299,901 47
Receipts less disbursements 1952–53	59,865,607 41
Total	90,165,508 88

DISTRIBUTION OF FUND BY INTEREST RATE APPLICABLE

Interest Rate	*Fund at 31/3/53*
4%	$643,994,222 00
3%	78,846,761 00
3½%	13,699,944 00
Total	736,540,927 00

TABLE 3.—VALUATION, MARCH 31, 1953, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT IN FORCE AT THAT TIME

Classification	Number	Amount of Annuity	Present value of Annuities in Force
		$	$
Vested:			
Males, Ordinary Annuities	9,815	4,214,873	35,079,751
Females, Ordinary Annuities	15,531	5,622,212	56,379,854
Males, Guaranteed Annuities	15,392	8,232,381	91,005,961
Females, Guaranteed Annuities	13,126	6,585,519	88,449,932
Last Survivor Ordinary	3,321	1,507,345	19,775,091
Last Survivor Guaranteed	1,041	593,655	8,429,292
Annuities Certain (after death)	3,003	1,459,376	6,709,317
Temporary Annuities	9	2,651	14,415
Total Vested	61,238	28,218,012	305,843,613
Deferred Contracts and Certificates	246,724	.....	430,564,511
Death Benefits by Instalments	.....	.....	85,589
Advance Premiums	.....	.....	47,214
Totals	307,962	.....	736,540,927

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1953

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	23,018	42·7	42·7
$300 and less than $600	13,510	25·1	67·8
$600 and less than $900	8,431	15·7	83·5
$900 and less than $1200	2,347	4·4	87·9
Exactly $1200	6,397	11·9	99·8
Over $1200	161	·2	100·0
Totals	53,864	100·0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	309	1·2	604	2·1	913	1·7	1·7
40–49	565	2·2	945	3·3	1,510	2·8	4·5
50–59	1,849	7·3	3,635	12·7	5,484	10·2	14·7
60–69	10,513	41·7	10,374	36·2	20,887	38·8	53·5
70–79	9,843	39·1	9,454	33·0	19,297	35·8	89·3
80–89	1,991	7·9	3,344	11·7	5,335	9·9	99·2
90 and over	137	·6	301	1·0	438	·8	100·0
Totals	25,207	100·0	28,657	100·0	53,864	100·0	.....

V.—SPECIAL SERVICES

This Branch of the Department handles special projects which develop from time to time and which do not properly fall within the purview of other branches of the Department. The main functions of the Branch during the fiscal year 1952-53 were:

(a) Administration of the Federal-Provincial Farm Labour Program.

(b) Organizing movements of workers between Canada and the United States.

(c) The occupational selection overseas of immigrants who came forward in group movements and the reception and distribution of such immigrants on arrival in Canada, including necessary welfare assistance and hospitalization during their first year in Canada. This work was carried out in co-operation with the Department of Citizenship and Immigration and the National Employment Service.

(d) Liaison with associations and employers in the forest industries in regard to their manpower problems.

Each of these four functions is dealt with in the following pages.

FEDERAL-PROVINCIAL FARM LABOUR PROGRAM

To assist the provinces in carrying out their farm labour programs, agreements covering operations for the fiscal year 1952-53 were entered into with each of the provinces except Newfoundland. Under these agreements, the federal government and the provinces shared expenses incurred in organizing the more efficient use of manpower engaged in agriculture and in recruiting, transporting and placing workers on farms and in related industries. The amounts allocated to the provinces under these agreements were as follows:

Prince Edward Island	$ 8,000
Nova Scotia	12,000
New Brunswick	11,000
Quebec	30,000
Ontario	115,000
Manitoba	20,000
Saskatchewan	45,000
Alberta	75,000
British Columbia	30,000

As in previous years, it was necessary during the fiscal year 1952-53 to carry out several organized movements of farm workers, in order to provide sufficient farm help in various areas of the country during seeding and harvesting. The following table shows the movements carried out during 1952-53 and the numbers of workers who took part.

TABLE 1.—FARM LABOUR MOVEMENTS DURING THE FISCAL YEAR ENDED MARCH 31, 1953

Type of Movement	From	To	Number of Workers
Intraprovincial—			
Apple Pickers	Nova Scotia	Nova Scotia	129
Beet Blockers	Quebec	Quebec	703
Beet Harvesters	Quebec	Quebec	227
Fruit Pickers	Ontario	Ontario	3,170
Fruit Pickers	British Columbia	British Columbia	1,335
Potato Pickers	Prince Edward Island	Prince Edward Island	220
Potato Pickers	New Brunswick	New Brunswick	171
Interprovincial—			
Fruit Pickers	Saskatchewan, Alberta	British Columbia	92
Grain Harvesters	Ontario, Quebec	Prairie Provinces	2,300
Hay and Grain Harvesters	Prairies and Maritimes	Ontario	608
Hay and Grain Harvesters	Nova Scotia	Prince Edward Island	19
Fruit Pickers (Students)	Quebec	Ontario	128
Potato Pickers	Nova Scotia	Prince Edward Island	240
Potato Pickers	New Brunswick	Prince Edward Island	44

Immigration, as in recent years, was again during 1952-53 an important factor in meeting farm labour requirements. During the calendar year 1952, over 16,000 immigrants of working age, who were classified as agricultural workers, were admitted to Canada. Included in this number was a group of 1,465 farm workers who were selected by representatives of the Department of Labour in Germany and sent forward in groups during the spring and summer of 1952 for placement on farms in the provinces of Prince Edward Island, Nova Scotia, New Brunswick, Ontario, Manitoba, Saskatchewan and Alberta. These workers were granted assisted passage loans by the Department of Citizenship and Immigration, which was given a joint guarantee against losses by the Department of Labour and the provinces concerned, under the terms of the Federal-Provincial Farm Labour Agreements. Placement of these workers on farms was carried out under the supervision of the Federal-Provincial Farm Labour Committees in the provinces.

At the request of the Province of Quebec, Department of Labour selection officers recruited 500 Italian farm workers who were brought to Canada for employment in the Province of Quebec. These men all paid their own transportation from Italy to Montreal. Transportation costs from Montreal to place of employment were shared by the province and the federal government under the terms of the Federal-Provincial Farm Labour Agreement. Placement arrangements were made by the Federal-Provincial Farm Labour Committee.

Through organized movements of farm workers within Canada and the entry of immigrant farm workers, the requirements of agriculture were met and there were no crop losses resulting from labour shortages reported during the year.

Each year officials concerned in the administration of the Federal-Provincial farm labour program meet at Ottawa to review the year's operations, and to make plans for meeting labour requirements in agriculture and related industries during the coming year. The Tenth Federal-Provincial Farm Labour Conference was held in Ottawa, December 3-5, 1952, and was attended by representatives from all of the provinces (except Newfoundland), Head Office and Regional officials of the National Employment Service, officials of the federal Departments of Citizenship and Immigration, Agriculture, Trade and Commerce, and Labour. Representatives of the Canadian Federation of Agriculture, the United States Employment Service, and several of the Embassies in Ottawa also attended

the sessions. Representatives of the provinces, and National Employment Service officers attending the conference all expressed satisfaction with the quality of the men who had been moved under the program during the current year.

ORGANIZED MOVEMENTS OF WORKERS BETWEEN CANADA AND THE UNITED STATES

The shortage of woods labour in the northern New England states and the availability of skilled woods workers in the border areas of Quebec and New Brunswick led to an arrangement during the war years whereby Canadian woods workers could be recruited by approved American employers under a quota arrangement. This arrangement has been carried on in the post-war years, changes considered necessary in the agreement being worked out between the Department of Labour of Canada and the United States Department of Labor. The present quota stands at 9,900. Applications for Canadian woods workers are made by American operators to the United States Immigration Department and certified to by the United States Department of Labor. Allocations are then made in accordance with the agreement.

The numbers of Canadian workers employed under the agreement in recent years were as follows:

TABLE 2.—NUMBERS OF CANADIAN WOODS WORKERS EMPLOYED IN THE UNITED STATES AT FOUR SPECIFIED DATES DURING THE YEARS 1947 TO 1952 INCLUSIVE

	March 1	June 1	September 1	December 1
1947	6,800	4,700	5,750	7,750
1948	5,300	5,700	5,300	5,800
1949	4,050	2,400	2,150	1,900
1950	1,800	2,400	2,950	5,500
1951	5,848	4,570	6,324	7,495
1952	5,825	4,950	4,750	4,525

There is a very high rate of turnover on these woods operations in the United States and men are crossing the border almost continuously to take jobs. Therefore, the figures shown in Table 2 do not represent the total number of men who have been employed.

For many years there have been seasonal movements of various classes of agricultural workers to and from the United States, such as potato pickers from Quebec and New Brunswick, who assist in the harvesting of potatoes in the State of Maine and the movement of tobacco curers from the United States, who help get the crop off in Quebec and Ontario. In recent years these movements have all been placed on an organized basis through agreement with the United States authorities. Particulars of such organized movements between the United States and Canada during the fiscal year are shown in Table 3.

TABLE 3.—MOVEMENTS OF FARM LABOUR AND EQUIPMENT BETWEEN CANADA AND THE UNITED STATES DURING THE FISCAL YEAR ENDED MARCH 31, 1953

Type of Movement	From	To	Number of Workers
Harvesting Outfits	United States	Prairie Provinces	346 units
Potato Pickers	Quebec, New Brunswick	Maine, United States	4,278
Maple Sugar Harvesters	Quebec	New England States	400 (approx.)
Tobacco Curers	Southern States	Quebec, Ontario	1,517
Potato Pickers	Quebec	New York State	200 (approx.)

SELECTION, RECEPTION AND PLACEMENT OF IMMIGRANT WORKERS WHO COME FORWARD IN GROUP MOVEMENTS

Owing to the fact that the International Refugee Organization ceased operations on December 31, 1951, Canada accepted a much larger number of displaced persons during the fiscal year ended March 31, 1952, than would otherwise have been the case. As a result, the number of workers who came forward in group movements during the fiscal year ended March 31, 1952, was the second largest of any year since the commencement of group movements in 1946. During the fiscal year ended March 31, 1952, there were a total of 18,887 workers brought forward in group movements and there was a sharp drop during the fiscal year ended March 31, 1953, to 7,203. Of these 7,203 workers 1,816 were domestic workers, 4,301 were farm workers and 925 were men placed in railway track maintenance work. In addition, 161 men were brought forward in group movements from Malta and were placed in various industries.

Since the International Refugee Organization ceased its operations on December 31, 1951, there has been no international agency providing free transportation to immigrants. Ocean transportation for group movements since has either been by way of assisted passage loans granted by the Department of Citizenship and Immigration or has been provided by the immigrants themselves. The Department of Labour has continued to assume the cost of inland transportation for domestics and farm workers who come forward in group movements and who are placed in employment by the National Employment Service and the Federal-Provincial Farm Labour Committees, provided they remain in the employment to which they are assigned for one year. This applies regardless of the country of origin.

Workers who come forward in group movements sign an undertaking to the Minister of Labour agreeing to accept the employment for which they were selected, or such other employment as may be arranged for them by an authorized representative of the Minister, for a period of at least twelve months. Employers making application for the services of workers who come forward in group movements are also required to give an undertaking. This undertaking provides that employment will be available for at least twelve months at wages and other working conditions not less favourable to the worker than those which apply to similar classifications of employment in the district.

Many classes of workers who come forward in group movements such as woods workers, miners, and in many instances farm workers, are sent directly to their destinations from the port of entry. There are, however, classes of workers who come forward in group movements for whom specific placements are not arranged until after the workers are in Canada. Falling in this category are female domestic workers, couples for domestic employment, nurses and nurses' aides, and some farm workers. On arrival, these workers are sent to one of two hostels maintained by the Department of Labour for the reception of newly-arrived immigrants. One of these hostels is at St. Paul l'Ermite, near Montreal, and the other is at Ajax, near Toronto. Each of the hostels at the present time can provide accommodation for from 500 to 600 persons. The normal length of stay of newly-arrived immigrants in the hostel is from 24 to 48 hours but on occasion it becomes necessary, for various reasons, for immigrants to remain for somewhat longer periods.

Since the first group movement of Polish veterans in 1946 to March 31, 1953, a total of 77,940 immigrants have come to Canada in group movements and have been placed in employment through the National Employment Service and the Department of Labour. Farm workers constitute the largest single group brought forward during that period, there having been over 25,000 workers come forward for employment in agriculture. The next largest single group was made up of domestic workers, including both single girls and married couples, there having been over 15,000 such workers brought forward in group movements.

Table 4 which follows shows the number of workers in the various occupational classifications who came forward in group movements for each of the fiscal years from 1946 to that ended March 31, 1953.

TABLE 4.—WORKERS BROUGHT TO CANADA IN GROUP MOVEMENTS

Worker Groups	Fiscal Year							
	1946–47	1947–48	1948–49	1949–50	1950–51	1951–52	1952–53	Totals
WOODSWORKERS	.....	3,472	1	10	887	2,639	.....	7,009
GENERAL LABOURERS[1]	.....	.....	1,106	13	1,636	3,969	161	6,885
MINERS	.....	1,003	1,964	957	649	1,606	.....	6,179
FARM WORKERS								
Polish veterans	2,876	1,651	.....	.....	.....	.....	.....	4,527
General farm workers	.....	.....	2,828	1,602	1,272	3,519	2,268	11,489
Farm couples	.....	.....	356	690	290	534	80	1,950
Farm families	.....	.....	5	118	86	196	48	453
Sugar beet workers	.....	.....	.....	233	245	26	.....	504
Sugar beet families	.....	.....	772	1,138	704	1,185	1,073	4,872
Special Church groups[2]	.....	.....	.....	340	532	969	832	2,673
CONSTRUCTION								
Hydro	.....	251	1,797	452	.....	.....	.....	2,500
Track maintenance	.....	390	1,741	251	298	890	925	4,495
Other	.....	.....	248	13	.....	.....	.....	261
MANUFACTURING								
Metal	.....	207	159	10	.....	.....	.....	376
Textile and apparel	.....	867	2,065	432	38	256	.....	3,658
Boot and shoe	.....	.....	98	10	14	11	.....	133
Other	.....	.....	67	74	.....	.....	.....	141
SERVICES								
Domestics	.....	1,721	6,073	1,307	625	1,337	1,802	12,865
Domestic couples	.....	82	418	700	476	862	14	2,552
Special family groups	.....	.....	20	57	12	1	.....	90
Widows with children	.....	.....	94	104	24	43	.....	265
Restaurant workers	.....	.....	.....	13	21	11	.....	45
NURSES	.....	.....	45	21	3	8	.....	77
STENOGRAPHERS	.....	.....	.....	.....	.....	32	.....	32
ENTERING FROM SWEDEN	.....	.....	675	1,027	525	209	.....	2,436
MISCELLANEOUS GROUPS	.....	.....	94	695	100	584	.....	1,473
Totals	2,876	9,644	20,626	10,267	8,437	18,887	7,203	77,940

[1] These workers were brought forward for general placement on farms or in industrial activities without any definite employment having been pre-arranged.

[2] Sponsored by Catholic Immigrant Aid Society, Canadian Lutheran World Relief, Canadian Mennonite Board of Colonization, and German Baptist Immigration and Colonization Society.

Very soon after the commencement of group movements it was found that some of these immigrants required hospital and medical care within a short time after their arrival in Canada. In most cases the immigrants were unable to pay the expenses of hospital and medical care required and provincial and municipal authorities were reluctant to accept responsibility for payment of such expenses as the immigrants lacked residence qualifications. To meet this problem, the Department of Labour was given authority for the payment of hospital and medical expenses incurred by certain indigent immigrants who, at the time the expenses were incurred, had been in Canada less than six months.

The Minister of Labour was also given authority to enter into agreements with the provinces to provide for the sharing of hospital and medical expenses incurred by certain indigent immigrants during the one year period following their entry into Canada and, in 1948, agreements of this type were completed with Prince Edward Island, Manitoba, Saskatchewan and British Columbia. Similar agreements were entered into with Quebec and Ontario but the agreements with these provinces provided for the payment of hospital expenses only and no provision was made for the handling of the costs of medical care.

In Nova Scotia, immigrants are covered by provincial legislation and it was not necessary to make special provision for immigrants who were placed in that province.

No agreements were completed with New Brunswick or Alberta.

In 1952, a new agreement between the Government of Canada and the Province of Ontario was entered into and this agreement provides for the sharing of expenses of welfare assistance and hospitalization for all immigrants who become indigent through accident or illness during the 12-month period following their entry into Canada. This agreement was entered into on behalf of the Government of Canada by the Minister of Citizenship and Immigration but on its completion was turned over to the Department of Labour to administer. Agreements on this broader basis may be entered into in the near future with other provinces.

As stated earlier in this report, immigrants who come to Canada as workers in group movements sign an undertaking to the Minister of Labour agreeing to remain in the employment to which they are assigned for a period of one year. Workers who fulfil this undertaking are provided with a card bearing a facsimile of the signature of the Minister and Deputy Minister of Labour, certifying that they have discharged their obligation. Up to March 31, 1953, approximately 41,000 certificates have been issued. There is a larger number of people who are entitled to these certificates but many of them leave their employment upon completing their year, and it is sometimes difficult to locate them. Everything possible is being done to see that all those entitled to these certificates receive them.

WOODS LABOUR

In view of the importance of forestry as a basic primary industry and its close association with agriculture in regard to manpower, the Special Services Branch maintains close liaison with associations and employers in the forest industries, with particular reference to their manpower problems.

To provide an adequate supply of workers for the forest industry, it has been necessary at various times since 1945 to carry out special campaigns in

co-operation with the industry to encourage workers to take employment in the woods during the winter cutting season, and to bring forward immigrant workers selected in Europe for woods work.

As a result of a favourable cutting season and the availability of labour during the fall and early winter of 1951-52, company stockpiles of pulp wood were fully built up and little pulp cutting was carried out during the late winter and summer of 1952. Some reduction in the demand for certain types of paper and continued high wood inventories caused many operators in eastern Canada to reduce their quota for the 1952-53 cutting season and it is estimated that the cut was 25 per cent lower than in the previous year. In British Columbia, extreme fire hazard forced closure of woods to logging for longer periods than are normal during the summer. However, inventories were not seriously depleted and a normal level of activity was maintained during the balance of the fiscal year. Because of the lack of demand for woods labour, no special measures were necessary during the fiscal year 1952-53.

VI.—ECONOMICS AND RESEARCH

The Economics and Research Branch serves as the central agency in the federal government for economic analyses and research in the field of labour. During the year under review, the Branch carried out survey as well as analysis and research projects on labour problems, including wages, hours and working conditions, labour union organization, collective bargaining, manpower, employment and unemployment, occupations, productivity and other special projects.

Surveys were carried out in co-operation with the Dominion Bureau of Statistics, Department of Defence Production and other government agencies, including the Industrial Relations Branch, the National Employment Service and the Unemployment Insurance Commission.

The results of these operations were made available to labour and employer organizations, the ILO, United Nations, as well as other government agencies through *The Labour Gazette*, special reports or other ways.

Studies were published in *The Labour Gazette* of each of several industries integrating information derived from collective agreements and from surveys on wages, hours and working conditions. Beginning in January 1953, the material formerly contained in *The Canadian Labour Market* was published as a special feature of *The Labour Gazette* under the title "Current Manpower and Labour Relations Review".

Some re-organization took place over the past year in survey practices designed to make available the most up-to-date information possible on many phases of employment conditions. Wages and working conditions surveys, formerly combined in the month of October, are now carried on separately and at different times of the year—the former in October and the latter in April. The resulting distribution of clerical operations throughout the year, together with the greater use of mechancial tabulation equipment, will mean much in the prompt processing of survey returns.

Similar advances have been made in the handling of collective bargaining and labour organization information. Mechanical tabulation methods have been introduced into the analytical work and in combination with newly developed sampling techniques they have facilitated a series of industry and subject studies from collective agreements.

The research program on industrial arbitration, begun in co-operation with Canadian universities in 1951, was continued and enlarged to include other techniques of settling industrial disputes. The general direction of this program is exercised by a committee consisting of representatives from the Universities of Toronto, McGill, and Laval, and the federal Department of Labour. Under the program, the Department makes grants to universities to assist in research projects approved by the Committee. These projects are carried on by senior post-graduate students or by faculty members of Canadian universities. During the year, five preliminary reports were submitted based on research carried on during the summers of 1951 and 1952. Six further projects were approved to be carried on during 1953. Studies included in the program so far have in some cases dealt with particular industries and in other cases with legislative development in Canada and in the provinces, or with procedures in dealing with certain aspects of labour-management relations.

Co-operation with provincial Labour Departments and Workmen's Compensation Boards has facilitated the collection of statistics on wage rates and

industrial accidents. In connection with the latter a federal-provincial conference was convened in Ottawa late in March 1953 at which the co-operative accident statistics program was reviewed and revisions were made in the light of experience to date.

Wage Rates.—The Wages Section collects and analyses statistics compiled on wage rates by occupation, industry and locality for the use of unions, employers and others, and also for administrative purposes of the Department. The information is chiefly obtained by means of an annual survey of wage rates and hours of labour conducted in October covering representative employers in most industries. These employers, in most cases, are sent schedules of selected occupations along with job descriptions, and are asked to report only those workers whose duties conform with those set out in the schedules. The survey of wages and salaries was extended to include hospitals.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1945-52
(Rates in 1939=100)

Industry	1945	1946	1949	1951	1952(1)
LOGGING	153·3	167·4	216·2	246·2	293·8
MINING	136·5	140·6	187·6	220·4	238·7
Coal mining	146·2	146·7	196·1	217·9	240·6
Metal mining	128·2	135·7	180·8	222·5	237·1
MANUFACTURING	146·5	161·5	217·9	261·6	278·7
Primary textile products	151·5	165·6	243·3	286·4	304·4
Clothing	156·3	176·2	212·0	236·2	259·8
Rubber products	143·4	167·7	217·6	269·3	277·1
Pulp and paper	127·3	148·6	194·4	248·1	252·9
Paper boxes and containers	138·5	151·6	223·4	259·7	275·6
Printing and publishing	118·5	127·3	173·9	204·9	227·8
Wood products	156·1	178·3	238·8	293·2	313·7
Edible plant products	139·4	153·0	205·4	238·9	255·5
Fur products	140·5	150·7	206·6	220·5	227·0
Leather products	153·5	167·5	228·1	260·8	279·0
Edible animal products (Slaughtering and meat packing)	141·0	165·4	231·3	289·4	298·9
Iron and steel products	148·2	159·6	212·3	260·6	276·8
Tobacco and tobacco products	140·5	156·9	253·9	340·8	351·0
Beverages (Malt liquors)	127·9	148·4	199·7	236·5	267·3
Electric light and power	134·4	143·5	186·4	222·8	246·5
Electrical apparatus and supplies	156·8	169·1	236·5	281·6	299·3
CONSTRUCTION	131·1	143·9	184·2	217·2	235·1
TRANSPORTATION AND COMMUNICATION	128·8	143·5	175·9	212·4	234·2
SERVICE—LAUNDRIES	135·4	147·5	195·0	222·0	239·6
GENERAL AVERAGE	141·8	155·2	204·6	243·6	263·3

(1) Preliminary.

A sample survey is also made each spring in order to make an estimate of the trend in wage rates from October 1 to April 1. The results of the 1952 sample survey were issued in a press release and were published in *The Labour Gazette* for July 1952.

The latest *Annual Report on Wage Rates and Hours of Labour in Canada* applies to October 1951 and contains index numbers of wage rates by industry for the period 1901–1951, along with tables showing average wage rates for selected occupations in most industries as well as average normal hours of work per week in each industry. Data on wages appear regularly in *The Labour Gazette* but, in addition, a large number of inquiries from employers, unions, government officials and others, including the International Labour Office, were dealt with during the year.

An important feature of the Canadian economy since the beginning of the Second World War has been the steadily upward trend of wage rates. During the year ended October 1951, the general index compiled by this Branch increased by 12·9 per cent attaining a level of 243·7 in terms of average wage rates in 1939 as 100. Preliminary figures for October 1952 show the index at 263·3, an advance of 8·1 per cent over the October 1951 level.

Collective Agreements.—The Economics and Research Branch endeavours to obtain from employers and unions copies of all collective agreements in effect in Canada and, at the present time, approximately 6,000 agreements are on file.

Analytical studies based on information derived from collective agreements are published periodically in *The Labour Gazette.* During the past year the following articles were prepared and published: "*Termination Dates of Collective Agreements in Canadian Industry,*" April 1952 issue; "*Grievance Procedures in Collective Bargaining Agreements,*" May 1952 issue; "*Organization of White-Collar Workers in Canadian Manufacturing Industries,*"January 1953; "*Collective Agreements in Canadian Manufacturing,*" February 1953; and "*Seniority Provisions in Collective Agreements in Manufacturing,*" which appeared in the March 1953 issue.

As collective agreements are received, statistical information of wage changes is recorded. From this information an article entitled "*Wage Changes in Collective Agreements During the First Four Months of 1952*" appeared in the June 1952 issue of *The Labour Gazette* and the February 1953 issue contained an analysis of "*Wage Changes in Collective Agreements, First Nine Months 1952.*" An analysis of wage changes in collective agreements for the entire year of 1952 has also been prepared for the April 1953 *Labour Gazette.*

Each month selected current agreements are summarized for *The Labour Gazette* as are Orders in Council extending agreements under the Collective Agreement Act of the Province of Quebec and Orders in Council under the Industrial Standards Acts, etc., of certain provinces covering schedules of wage rates and working hours.

In addition to these regularly prepared articles, any requests from officers of the Department, the International Labour Office, employers, unions and others for information about collective agreements and labour unions were dealt with, some involving a considerable amount of research.

Labour Organization in Canada.—The forty-first annual report on *Labour Organization in Canada* was prepared during 1952. The report, based on information obtained from a series of questionnaires sent to all known unions and their locals, presents statistical information on the number of union members and unions in Canada at January 1, 1952, by industry, by area, by type of union, and by congress affiliation, if any. There are also comparisons of these data with that of previous reports. Included in the report is a Directory of Labour Organizations giving membership figures, affiliations, if any, the names and addresses of officials, and the names of official publications. This material is arranged by congress for affiliated unions with non-affiliated unions forming separate sections.

Most union members in Canada belong to locals of international unions having branches in the United States and Canada. Other unions are national in scope, having membership in Canada only. Most unions in Canada are, in turn, affiliated with one of the three major labour congresses, the Trades and Labour Congress of Canada, the Canadian Congress of Labour or the Canadian and Catholic Confederation of Labour. A number of unions, among them the

four brotherhoods of railway operating employees representing engineers, firemen, conductors, and trainmen, are not affiliated with any central labour congress.

The union membership of 1,146,121 recorded at January 1, 1952, is the largest in the history of this country.

Strikes and Lockouts.—In co-operation with the Industrial Relations Branch, and the Unemployment Insurance Commission, up-to-date records are maintained of all strikes and lockouts occurring in Canada. Each month statistics of work stoppages resulting from strikes and lockouts are published in *The Labour Gazette.* Further information concerning work stoppage records can be found in the chapter of this report dealing with industrial relations.

Industrial Injuries.—For some time the Department has been working with the Workmen's Compensation Boards of the ten provinces of Canada with a view to drafting a co-operative federal-provincial program for the development of uniform industrial injury statistics. In 1951 a conference was held with representatives of all the provincial Workmen's Compensation Boards as a result of which uniform methods of compiling statistics of industrial accidents and diseases in regard to the industries of mining, forest products (including woods operations, saw milling and pulp mills), construction and meat packing were agreed to. Seven provinces took part in this experimental program during 1952.

In March 1953 a second conference was convened by the Department at which the progress made during 1952 was reviewed and certain modifications in procedures were adopted. Nine provincial Workmen's Compensation Boards were represented at this conference, as well as the Department of National Health and Welfare and the Dominion Bureau of Statistics.

As a result of this conference, it is expected that more information in regard to the four industrial groups covered will be made available by provincial Workmen's Compensation Boards for 1953. It is planned that if the methods adopted prove successful they will be extended to other industries.

The Department continued the compilation of statistics on fatalities resulting from accidents to workers during the course of their employment or arising out of it or resulting from industrial diseases. Figures for such fatalities classified by industrial groups, province of occurrence and cause, are published quarterly in *The Labour Gazette* and a summary for the calendar year together with statistical analyses will appear in the issue for June 1953.

Statistics dealing with industrial fatalities are compiled from reports received from the various provincial Workmen's Compensation Boards, the Board of Transport Commissioners, and certain other official sources. Press reports are used to supplement these data, particularly for those industries not covered by Workmen's Compensation legislation, such as agriculture, fishing and trapping, and certain of the service groups.

Hours and Working Conditions.—The activities of this Section are based mainly on data obtained in the annual surveys of wages and working conditions. During the year eleven articles based on the results of the 1951 survey were published in *The Labour Gazette.* Five of these dealt with specific industries in terms of the items covered by the survey questionnaire. In the other six, individual items of working conditions were analysed according to industrial, geographical and other breakdowns of the data. A list of these articles arranged according to the month of issue in the *Gazette* follows:

"*The Primary Textiles Industry,*" May;

"*The Normal Work Week in Canadian Manufacturing,*" June;

"*The Meat Packing Industry,*" July;

"*Vacations with Pay in Canadian Manufacturing 1951,*" and "*The Primary Iron and Steel Industry,*" August;

"*The Normal Work Week in 29 Canadian Cities,*" and "*The Pulp and Paper Industry,*" September;

"*The Normal Work Week in Six Major Industries, October 1951,*" October;

"*Extent of Incentive Bonus Plans in Canadian Manufacturing, October 1951,*" November;

"*The Urban Transportation Industry,*" December;

"*The Normal Work Week in Canadian Manufacturing by Size of Establishment, October 1951,*" January.

Information on hours obtained in the October 1952 Survey was included for municipal government service in the January 1953 issue, and for manufacturing as a whole, in the February 1953 issue. The March issue carried an article on the tobacco products industry.

Implementation of the plan to conduct the survey in two parts began last October with the mailing of the 1952 wage forms. In order to avoid an 18-month interval in the availability of information on the standard work week a question on this subject was included at that time. Overall compilations on the work week indicated a greater prevalence in 1952 of shorter working hours, with an accompanying trend toward the five-day schedule.

The second part of the survey is scheduled to be sent as of April 1. This is in the form of a questionnaire on working conditions only, addressed to the 16,000 establishments on the mailing list. It includes questions on hours, vacations, statutory holidays, pension plans, sickness and accident benefit plans, sick leave, retirement policy and other items. On some of these subjects considerable detail is requested; on others the objective is merely to ascertain the extent of certain practices and policies in Canadian industry.

Employment and Labour Market.—The main functions of this Section are the analysis of present and future manpower requirements and supplies by local area, region, industry and for the country as a whole; the study of employment problems of special groups of workers and of the effective utilization of manpower generally, including productivity, mobility, seasonality, rates and conditions of labour force participation; and the special problems of allocation and supply during periods of national emergency.

To carry out more effectively these functions, a number of important changes took place in the Section's work during the year under review. In January 1953, the regular monthly analyses of area and industry employment conditions, previously issued in the *Canadian Labour Market*, was incorporated as a special feature section of *The Labour Gazette* known as the "Current Manpower and Labour Relations Review" and inserted just before publication. As a result, an up-to-date analysis of the current labour market situation now is available to the public.

In addition, the bi-monthly news releases summarizing the current manpower situation were replaced by a monthly release prepared jointly by the Department of Labour and the Dominion Bureau of Statistics. This joint news release now contains the results of the monthly labour force surveys as well as statistics from the National Employment Service and an analysis of the major factors affecting employment and unemployment each month.

Two new research projects have been developed. A statistical analysis of seasonal variations of employment in Canadian industries has been conducted as a result of recommendations from the National Advisory Council on Manpower. Calculations of seasonal employment variations have been prepared for individual industries showing the pattern and range of variation based on the experience of the last four or five years. A survey of employers in seasonal industries is being made through the Local Employment Committees which advise the National Employment Service. The purpose of this survey is to obtain information on the measures which industry has been able to develop to overcome the effects of seasonality.

A number of local labour market surveys have also been conducted to obtain information on the labour market behaviour of workers who lose their jobs and their varying degrees of participation in the labour force. These surveys are being conducted so that the usefulness of available information on unemployment can be further increased.

Periodic reports continue to be prepared on manpower developments in other countries, on unusual labour market developments in individual areas or industries, and on a number of matters associated with manpower and the defence production effort.

The Employment Forecast Survey, initiated in 1946, was continued. Direct three and six-month forecasts of employment in the key manufacturing and primary industries were obtained in a quarterly survey from a group of approximately 400 selected firms operating about 800 establishments. These quantitative forecasts were supplemented by qualitative information related to the outlook for production and employment, the supply of labour, and other factors affecting employment, such as raw material supplies, domestic and export market prospects, inventories, plant expansion and the effects of government policies. The qualitative information was obtained by personal interview with responsible industrial executives. This information on employment prospects has been used by officials in the Department of Labour and in other government departments as one of the bases for anticipating probable employment trends, and in the preparation of reports on Canada's employment and economic outlook. During the year, refinements were made both in the questionnaire submitted to employers and in the format and content of the analyses prepared on the basis of this and other information. In addition to the Employment Forecast Survey, a survey was conducted on a larger scale, in co-operation with the Department of Defence Production, to determine the proportion of employment devoted to defence production projects in Canada and to assess the effect of the defence program on employment in various industries.

A technical report on productivity measurement and analysis is being prepared for the Interdepartmental Advisory Committee on Labour Statistics. This report analyses the variables responsible for productivity changes and discusses the technical problems involved in calculating and using various means of measuring productivity in the economy.

Occupational Analysis.—The principal function of the Occupational Analysis Section is the collection and analysis of information of all kinds on the character of Canadian occupations. The precise information thus obtained is put to practical use in the fields of wage rates, industrial relations, training programs, and the effective allocation and recruitment of the labour force.

During the fiscal year, occupational wage-reporting schedules, already in use, were thoroughly revised in the light of suggestions from officials in industry using them to report. The same co-operation which has been received in former

years was extended to the Department in this connection. The completion and use of further schedules was continued.

Each of these schedules lists occupations regarded as representative of a specific industry, and gives a brief description of individual occupations. This provides a high degree of uniformity and standardization in the reporting of wage rates on an occupational basis.

The unit assisted in the preparation of occupational information relating to a co-operative wage survey with one of the provinces.

The Occupational Analysis Section was called upon to co-operate in a number of special projects. A survey of organized trade training programs in three selected industries was completed at the request of the Vocational Training Branch. This material was used by the First National Conference on Apprenticeship held in May 1952. As a result of recommendations made by the First National Conference on Apprenticeship and the Apprenticeship Advisory Committee, work was commenced on a trade analysis program. The aim of this program is to facilitate the establishment of standard trade syllabi in order that uniformity of training might be achieved in all provinces. Two trades are at present in the process of being analysed, namely, machinist (general) and carpenter (house construction).

A representative of the Section continued to act for the Department on the Joint Services Job Analysis Committee of the Department of National Defence. The Section, with the assistance of an officer from the Department of National Defence, has worked on the development of service-civilian occupational relationships.

During the greater portion of the fiscal year a member of the staff was on loan to the International Labour Organization in Europe and South America.

In the "*Canadian Occupations*" series a new pamphlet "*Careers in Natural Science and Engineering*" was compiled, and specially distributed, for the purpose of stimulating interest in the indicated professions among senior students of secondary schools. It was found necessary, in the light of changed conditions since the original date of issue and the continuing need for technical and scientific professional workers, to make a thorough revision of the booklet bearing the same title, containing sixteen monographs and two general chapters, and to issue the new edition, since the old one was exhausted, and a considerable list of requests remained to be met.

During the year two new monographs and pamphlets dealing with forge shop occupations and tool and die makers were distributed.

Other occupational studies were prepared and are awaiting publication.

Public interest in the "*Canadian Occupations*" series continued to be active. A considerable number of letters have requested information on occupations not dealt with in the series; in all cases as much authentic information as could be obtained and given has been compiled and supplied. Files on occupations are maintained by daily additions of pertinent information from available sources, and by special research where necessary.

Distribution of these occupational monographs and pamphlets is made mainly through the provincial Departments of Education, the National Employment Service, and the federal Departments of Citizenship and Immigration, Trade and Commerce, Veterans Affairs, and External Affairs. Universities, private schools, church and other guidance organizations, public libraries, labour unions, personnel men in industry, private individuals interested in vocational guidance, and students are also included.

The Section also dealt with an increasing number of inquiries concerning basic material on job analysis and job evaluation during the year.

Technical Personnel.—The Technical Personnel Section maintains a Register of the architects, scientists and engineers in Canada. It records the data on punch cards and makes periodic analyses from the tabulations. It also prepares tables and reports for government and public distribution, undertakes specific sample surveys as required, and issues a Quarterly Bulletin on topics of general interest concerning technical personnel in Canada.

During the year the Section was made a part of the Manpower Division of the Branch so that its work could be more closely integrated with the analysis of other parts of the labour force.

At present there are records of some 65,000 architects, engineers and scientists in Canada. Questionnaires have been distributed to universities to obtain a record of each prospective 1953 graduate. Records of new Canadians in the fields of science and engineering are secured with the help of the National Employment Service and the various professional organizations.

During the year the Section has continued the review of earlier records and brought as many files as possible up to date. Although registration is voluntary, co-operation on the part of individuals and employers of scientists and engineers has been excellent. The 65,000 files in the Register include those of 14,800 university graduates of 1950, 1951 and 1952 who have not been asked yet to classify themselves.

Particulars given in the questionnaires are tabulated in order to facilitate analysis. These are used in the preparation of reports for government and public distribution and also for answering frequent queries from government and industry. Periodic analyses of the data are made, as well as sample surveys of various groups.

Close contact is maintained with universities, professional organizations, some of the larger industrial concerns, National Employment Service, National Research Council, Defence Research Board and other government agencies to which the Register can be of service or from which co-operation is obtained.

The Section issues a Quarterly Bulletin in which information is assembled from the Register and other sources. It helps to provide educational institutions, industry and government groups with current data and analyses of labour market trends for technical personnel.

Special Projects.—The Special Projects Section is responsible for three main types of work, the preparation of reports for the International Labour Office and other international agencies, and research into the fields of immigration and agricultural labour.

During the fiscal year 1952-1953 some ten reports were completed for the International Labour Office in connection with meetings of the Governing Body, the International Labour Conference, and sessions of the various industrial committees. A comprehensive report was compiled for the 1950-1951 International Labour Office Year Book of Labour Statistics. Two other detailed reports were on handicrafts and small scale industries in Canada, and on working and living conditions of forestry workers in Canada, both for the International Labour Office. In addition, other reports were prepared for other international bodies, including a report for the United Nations Year Book on Human Rights prepared in co-operation with the Labour Legislative Branch of the Department.

One of the functions of the Section is to carry out research work on the role played by post-war immigrants in Canadian economic life and their absorption into the Canadian labour force. Statistics on immigrant labour are collected and processed continually, and records are kept up to date on the experience Canadian organizations and employers have had with immigrants.

A second issue of the bulletin on "Working and Living Conditions in Canada" was prepared and published. This booklet was designed primarily for the use of government and non-government agents dealing with immigration overseas, but it is also being used as a reference in Canada.

A close contact with developments in the agricultural industry, with particular emphasis on the farm labour situation, has been maintained, and reports have been prepared on various phases of farm labour. Work on a series of bulletins on farm labour problems was initiated during the year, growing out of discussions by the National Advisory Council on Manpower. These pamphlets, being prepared in co-operation with other interested agencies, will be distributed to farmers and other interested persons. The first bulletin, "*The Farmer's Son*", deals with the problem of keeping the sons on the farm and will be published during the coming fiscal year.

During the year, preparatory work was undertaken on an annual survey of working conditions in agriculture along the lines already carried out by the Department of Labour in other industries.

VII.—THE LABOUR GAZETTE

The Labour Gazette, published monthly in English and French, is the official journal of the Department of Labour. In the words of its founder and first editor, the Rt. Hon. W. L. Mackenzie King, its purpose is "the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects".

Regularly appearing in *The Labour Gazette* are reports of labour legislation, both federal and provincial; certification proceedings of the Canada Labour Relations Board and conciliation proceedings before the Minister of Labour; activities of the International Labour Organization; collective agreements; the manpower situtation, including employment and unemployment conditions; operation of the Unemployment Insurance Act and decisions of the Umpire under the Act; government contracts awarded containing wages, hours and other labour conditions in accordance with the Government's fair wages and hours of labour legislation; strikes and lockouts in Canada and elsewhere; price trends and the cost of living; and industrial accidents. Special articles frequently appear on the activities, including annual conventions and the presentation of legislative memoranda, of labour organizations; immigration, farm labour; vocational training; wages, hours and working conditions in Canadian industry; and on economic and social aspects of labour developments.

Now in its 53rd year of publication, *The Labour Gazette* at the end of the fiscal year 1952-53 had reached a circulation of 19,766 (15,467 English and 4,299 French). Average monthly circulation for the year was 15,226 copies of the English edition, 4,132 of the French, a total of 19,358. Average monthly circulation during the previous fiscal year was 14,451 English, 3,369 French, a total of 17,820.

Of the average monthly distribution, the paid circulation accounted for 58·7 per cent. The year before, the paid circulation accounted for 58·1 per cent. At the end of the fiscal year, 326 paid subscriptions were being sent to points outside Canada's borders.

An innovation during the fiscal year under review was the inclusion, beginning with the January 1953 edition, of a special insert, "Current Manpower and Labour Relations Review," which contains the material formerly published by the Economics and Research Branch as *The Canadian Labour Market.* Use of photolithography enables *The Labour Gazette* to include the very latest employment and unemployment statistics in this insert.

The Labour Gazette was represented at and carried reports on the 1952 conventions of the four major labour organizations and the Canadian Manufacturers' Association; the 10th Federal-Provincial Farm Labour Conference; the 19th Semi-annual Vocational Training Advisory Council Conference; the December, 1952, meeting of the National Advisory Council on Manpower; Laval University's 7th annual convention on Industrial Relations; the National Conference on Apprenticeship in Trades and Industry; and the 40th annual convention of the New Brunswick Federation of Labour.

During the fiscal year, the decision was taken to increase, for the second time in the history of the publication, the price of *The Labour Gazette,* the new policy to become effective with the April, 1953, issue. The price of a year's subscription was raised from $1.00 to $1.50, the price of single issues from 10 cents to 15 cents.

VIII.—INFORMATION AND PUBLICITY

Since its creation on January 1, 1943, the Information Branch has provided a wide variety of information and publicity services for the various activities of the Department, in line with the policy of the Department to keep the public and the press fully informed on the legislation it administers, as well as on the activities of all federal agencies in the labour field.

The duties of the Branch include press liaison services for the National Advisory Council on Manpower, the National Advisory Committee on the Rehabilitation of the Disabled, the Canadian Vocational Training Advisory Committee, the Federal-Provincial Farm Labour Conference, and the National Employment Committee. During the year, the promotional efforts on behalf of apprenticeship training, rehabilitation of the disabled, and safety in the government service grew in importance.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the year under review, 195 releases were issued. In October 1952, the mailing of news releases to weekly newspapers was discontinued, and was replaced by a one-page weekly bulletin, which summarizes all news releases issued during the week.

A brief digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in bulletin form, was distributed twice a month to employers and employer groups, leading trade unions, and others interested in the subjects covered by the brochure. The total circulation of the publication in both English and French, which is almost entirely on a request basis, stands at 31,200 (semi-monthly). In addition, several thousand extra copies of certain issues were requested by interested groups, and certain issues were used as informational pamphlets for distribution at fairs and exhibitions. In the interest of economy, the printing of the brochure has been discontinued during July and August, the months when readership is least complete.

The Department found it necessary during the fiscal year to carry out advertising campaigns on employment opportunities in agriculture and on Canadian government annuities, as well as a campaign to encourage safety in government offices. Newspapers and other publications, radio stations, posters, and circular letters were used in the various campaigns.

The Branch designed and assisted in the preparation and circulation of departmental exhibits publicizing the service available through the Department and the Unemployment Insurance Commission. The theme of the 1952 exhibits was "Expanding Canada needs skilled workers". Their purpose was to inform young people and their parents of the benefits of taking training for the skilled occupations, including apprenticeship training, and to point out to employers the advantage of setting up in-plant training to produce their own supply of skilled workers. With the co-operation of the Unemployment Insurance Commission, arrangements were made with provincial apprenticeship authorities to have apprenticeship representatives in the booths at most of the fairs in each province. A new exhibit, or one designed previously, appeared in some 37 fairs and exhibitions from coast to coast, the attendance at which is estimated at more than seven million.

A weekly radio program called "Canada at Work", prepared by the Branch, was broadcast over 48 radio stations throughout the year. This program, broadcast regularly since September 1942 (originally under the title "The People Ask"), brings current information on labour and related subjects before the public.

In keeping with the policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of accident prevention, distribution was continued of the series of safety films prepared in co-operation with the Film Board under the general title of "Accidents Don't Happen—They're Caused". Preliminary work was carried out on a seventh film in this series. During the year, the sixth film in the series, "The Safety Supervisor", was awarded first prize in the social problems class at the world-wide Venice Film Festival.

The Department again assisted the National Film Board financially in the operation of an Industrial Film Preview Library, consisting of films selected by the Branch. Blocks of these films were distributed during the year by the Film Board throughout the country, as a service to employers and to encourage the formation of Community Industrial Film Councils.

Since the Second World War, in co-operation with other government agencies, the Department of Labour has conducted an educational campaign designed to encourage the employment of the older worker. During the year, the Branch prepared a memorandum for the National Advisory Council on Manpower entitled "The Problem of the Older Worker". The memorandum summarized information at present available on the problems of aging and of employment of older persons. Reprints of the memorandum have been prepared for distribution to employers and to organizations which have requested copies for distribution to their members.

The Branch conducted liaison with other departments in all labour matters pertaining to veterans of the armed forces, and continued to handle inquiries concerning reinstatement rights under the Reinstatement in Civil Employment Act.

IX.—LABOUR LEGISLATION

The function of the Legislation Branch is to study labour legislation in Canada and other countries and to provide information concerning it. It seeks to promote knowledge of and intelligent interest in labour legislation on the part of employers, trade unions and the public generally, as well as to meet the needs of government officials and others in Canada who require a detailed knowledge of the existing law in other jurisdictions. Another function is to report on labour law and administration in Canada as required by the International Labour Organization and other international bodies.

The Branch maintains a complete library of federal and provincial statutes, and keeps up to date a complete historical file of the regulations issued under any federal or provincial labour law.

To make available current information on developments in labour law, the Branch is responsible for the Labour Law section of *The Labour Gazette.* This section contains a careful analysis of labour laws as they are enacted by Parliament and the provincial legislatures, and reports, month by month, the changes in regulations made to carry out the purposes of the legislation, in such varied fields as safety, minimum wages, hours, holidays with pay, apprenticeship, licensing of workmen, labour relations, workmen's compensation, and other fields. Court decisions in cases involving interpretation or enforcement of labour laws are regularly reviewed. Studies of significant new legislation in other countries are also included.

A major project of the Branch is the publication of the series or reports begun in 1915 known as *Labour Legislation in Canada.* These Reports consist of a complete consolidation of all labour laws on the federal and provincial statute books which is issued at approximately ten-yearly intervals and brought up to date by annual supplements. The series contains, in text or summary, regulations as well as statutes. This publication is intended for those who need to consult the actual texts of labour laws, and who wish to compare similar provisions in several provinces, for example, government officials, students, trade unions and employers' groups. It is particularly necessary for employers and labour organizations who carry on activities in more than one province to be able to determine readily the applicable provisions of the laws of various provinces.

Workmen's Compensation in Canada, a detailed analysis of workmen's compensation legislation in Canada, is brought up to date each year. The publication describes the principles common to the Acts, points out differences, and sets out in tabular form the benefits payable in each province to injured workmen and their dependants.

A more general comparison of the standards established by provincial law is contained in the bulletin, *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-day and Workmen's Compensation,* which has been issued annually since 1944. It gives a general picture of minimum legal standards in Canada as well as setting out in convenient tabular form the current standards in the main fields of employment for those who require particular information.

Early in 1953 the first supplement to *Labour Legislation in Canada, 1948,* covering the years 1949 and 1950, became available for distribution and work was begun on the next supplement. The 1952 editions of *Workmen's Compensation in Canada* and *Provincial Labour Standards* were prepared and distributed.

During the year reports were prepared for transmittal to the ILO on minimum wage-fixing machinery, hours of work, weekly rest and migration for employment.

The practice of sending selected pamphlets and other material on safety to the provincial authorities which was initiated by a resolution of the Canadian Association of Administrators of Labour Legislation in 1943 was continued, and periodic reports on current developments in legislation were furnished to the Association.

Day-to-day work of the Branch consists of preparation of memoranda in answer to specific requests on a wide variety of questions relating to labour law from governments in Canada and abroad and from students, unions, business firms, and others.

As in former years, a member of the Branch served as Secretary of the Unemployment Insurance Advisory Committee and another served as Secretary-Treasurer of the Canadian Association of Administrators of Labour Legislation. A third was appointed a member of the ILO Correspondence Committee on Women's Work for a three-year period. Members of the Committee are expected to furnish the International Labour Office, on request, with information and advice on problems relating to women's work. Members of the staff attended the annual conferences of the International Association of Governmental Labour Officials at San Juan, Puerto Rico, in April 1952, and the Canadian Association of Administrators of Labour Legislation at Halifax in September.

Canadian Association of Administrators of Labour Legislation

The Canadian Association of Administrators of Labour Legislation, formed in 1938, is an organization of federal and provincial departments of labour, and of boards or commissions administering a labour law. Its objects are to provide a medium for the exchange of information, to encourage the best possible standards of law enforcement and administration, and to bring about uniformity of policy with respect to labour legislation. The provinces pay an annual membership fee of $25. The federal Department of Labour provides the services of a secretary-treasurer and assumes the cost of reporting and publishing the annual proceedings for the use of the members.

The Association held its eleventh annual meeting in Halifax from September 9 to 12, 1952. Representatives of the federal Department of Labour and of eight provincial departments of labour participated in discussions on industrial safety, apprenticeship and industrial relations. A report was given on the Safety Code for the Woodworking Industry which was completed during the year by the Canadian Standards Association. This Code was prepared at the request of the C.A.A.L.L. Honourable Mr. Justice V. C. Macdonald of the Supreme Court of Nova Scotia addressed the conference on the subject "Government and the Law."

X.—THE LIBRARY

The Library of the Department of Labour, established with the formation of the Department in 1900, serves as a source of information for the Department of Labour, other government departments and agencies, and the general public.

Selected lists of new additions to the library book collection are published monthly in *The Labour Gazette.*

The Library preserves all publications of the International Labour Organization, as well as the chief publications on labour issued by the governments of other countries. In addition, copies of all publications of the Department are preserved, together with the constitutions and proceedings of all Canadian labour unions, those of Commonwealth countries, international unions, and the chief unions of the United States and other countries.

The microfilming of early runs of 150 Canadian labour papers was completed. A reader was bought for use in the library and the reels of film were catalogued and classified for easy reference.

A new edition of *Subject Headings used in the Library of the Department of Labour* has been prepared and will be in use in the near future. This list consists of approximately 2,000 headings of which 15 new ones were added during the year.

The reclassification and recataloguing work which began in 1942 progressed slowly during the year.

In addition to departmental officials and employees who used the Library, requests came from 495 persons outside the Department and 1,242 reference questions were answered. Twenty-two hundred new titles were added to the library collection. Six thousand four hundred and seventy-eight new books and periodicals were circulated in addition to the regular routing of magazines. Nine hundred and thirty-six inter-library loans were transacted during the year and 48 bibliographies were prepared.

XI.—REINSTATEMENT IN CIVIL EMPLOYMENT

The Veterans Benefit Act, 1951, extended the provisions of the Reinstatement in Civil Employment Act, 1946, and made them applicable to all persons enlisting in the Regular Forces of Canada after July 5, 1950, and serving for a term not exceeding three years.

Included in the coverage of the provisions are members of the Reserve Forces who are called out for service with the Regular Forces, as well as members of the Special Force who re-engage for service with the Regular Forces, the three-year coverage period beginning in this case with the date of re-engagement.

Under the Reinstatement in Civil Employment Act, a discharged person may claim reinstatement in his civilian employment either orally or in writing, within three months of discharge in Canada or within four months of discharge overseas. There is provision for extension of this time when, through a condition of health, the employee cannot return to his employment as soon as this, but the employer must be notified within the three or four-month period, as the case may be.

The Act requires that an employee be reinstated under conditions not less favourable than he would have enjoyed had he continued on in employment instead of joining the Forces. This means:

1. The employee's period of service in the Forces is to count for seniority rights and pension rights, and for vacations with pay and other benefits.

2. Returning employees are to be given the promotions and pay increases they would have received if they had remained in continuous employment.

3. Any skill useful to the employer, which the employee has acquired while in the services, is to be taken into consideration in adjusting wage rates.

4. Any period of mental or physical disability following discharge, which warrants a delay in reinstatement, is to be counted as a period of service in the Armed Forces and as a period of service with the employer.

Reinstatement officers are located in local offices of the National Employment Service.

XII.—GOVERNMENT EMPLOYEES COMPENSATION

Steps were taken during the year to re-organize the administration of the Employees Compensation Branch which carries out designated duties under The Government Employees Compensation Act, 1947, Chapter 18, Statutes of Canada, as amended by Chapter 16, Statutes of Canada, 1951 and Chapter 8, Statutes of Canada, 1952.

New statistics were compiled to show the types of accidents most prevalent amongst federal employees and the nature of injuries resulting. In view of the rising rate of accidents, this information is being used in a safety campaign carried on through each department, board, commission, corporation and agency of the federal government.

The National Harbours Board, Central Mortgage and Housing Corporation, Atomic Energy of Canada Limited, Canadian Commercial Corporation, Canadian Overseas Telecommunication Corporation and Crown Assets Disposal Corporation refund costs of medical aid and compensation paid out on account of their injured employees, and Canadian Arsenals Limited, Polymer Corporation Limited and Northwest Territories Power Commission are assessed on payrolls. There are special arrangements with other bodies but the major cost of accidents is covered from unappropriated monies in the Consolidated Revenue Fund. This cost has increased steadily as the number employed by the government has gone up until the total annual outlay because of accidents and occupational diseases arising out of and in the course of employment is currently approximately $1,250,000.

Every effort is to be made to inculcate a greater and more constant sense of caution in the minds of employees of the government, not alone because of the monetary expenditure entailed by accidents and diseases, but because of the government's desire to protect the health of its employees as much as possible. In this effort the Department of Labour has the co-operation of the Department of National Health and Welfare and other departments.

It is realized that maximum administrative efficiency in government branches is not assured as long as employees suffer injuries while at work and then, in so many cases, have to remain away for treatment thus necessitating the assumption of duties by others. Loss of employee days in the Public Service of Canada is just as much a worry as it is in private industry.

It has been estimated that the Government Employees Compensation Act now blankets approximately 185,000 employees at the peak period of the year. This total includes several thousand casual workers engaged for short and long terms during the year—mainly for seasonal work.

The amendment to the Act in 1952, being Chapter 8 of the Statutes already referred to, provides that in addition to medical aid and compensation for physical injuries and industrial diseases, coverage would extend to any disease due to the nature of employment and peculiar to or characteristic of the particular process, trade or occupation in which the person was employed when the disease was contracted.

This addition to the legislation was felt to be necessary since claims of federal government employees under the Act are, by arrangement, handled by the various provincial Workmen's Compensation Boards (or Commission as it is styled in Quebec). Payment of medical aid and rates of compensation are according to the provincial Act concerned. Each Act carries a schedule of industrial diseases that are covered but some schedules are more complete than others. That is why in view of the increasingly diverse and also hazardous occupations of federal government employees,—in the scientific spheres for example,—all diseases contracted by reason of the nature of employment are now covered by the federal Act.

The provincial Boards have since been guided by this change in the Act even though there is not as broad a coverage in their own Acts. Only federal government employees are effected but, of course, the provinces have the power to add other diseases to their own schedules by regulation.

As the Province of Ontario previously had this blanket coverage of occupational diseases in its Act, the situation insofar as federal government employees in Ontario is concerned did not change as it did in other provinces.

The areas of the Yukon and Northwest Territories come under the adjudication of the Workmen's Compensation Board of Alberta for purposes of the federal Act.

TABLE 1.—NUMBER OF ACCIDENTS AND INDUSTRIAL DISEASES REPORTED UNDER THE ACT, DURING THE FISCAL YEAR 1952-53

Province etc.	Pension	Compensation	Full Salary	Medical Aid	Rejected	Fatal	Total
Newfoundland	1	50	25	151	1	1	229
Prince Edward Island	.....	25	12	27	.....	.....	64
Nova Scotia	3	195	103	923	.....	1	1,225
New Brunswick	1	109	58	218	2	.....	388
Quebec	17	438	461	1,414	38	3	2,371
Ontario	9	660	789	3,704	33	6	5,201
Manitoba	.....	156	117	549	15	1	838
Saskatchewan	.....	124	86	231	2	.....	443
Alberta	3	280	160	559	6	3	1,011
British Columbia	5	354	314	1,701	5	2	2,381
Yukon and N.W.T.	1	67	10	72	2	2	154
Totals	40	2,458	2,135	9,549	104	19	14,305

NOTE.—In the above table, "Pension" is an award for a permanent disability; "Compensation" is money paid on an approved scale for a period of incapacitation due to an accident or occupational disease; entries under "Full Salary" are cases where full salary was paid by the department or agency concerned of the federal government during the period of lay-off in lieu of ordinary compensation; entries under "Medical Aid" refer to claims in which the lay-off period was not long enough to warrant payment of compensation but in which medical expenses were paid.

TABLE 2.—STATEMENT OF DISBURSEMENTS IN THE VARIOUS PROVINCES RELATIVE TO CLAIMS OF EMPLOYEES OF THE FEDERAL GOVERNMENT DURING THE FISCAL YEAR 1952-53 AND FEDERAL GOVERNMENT SHARE OF ADMINISTRATION EXPENSES CHARGED BY PROVINCIAL BOARDS OR COMMISSIONS FOR THE CALENDAR YEAR 1952.

Province	Claims Disbursements Fiscal Year 1952-53	Administration Expenses charged by Provincial Boards or Commissions for Calendar Year 1952	Total
	$ cts.	$ cts.	$ cts.
Newfoundland	11,931 73	4,974 16*	16,905 89*
Prince Edward Island	7,488 79	799 60*	8,288 39*
Nova Scotia	101,460 38	18,463 00*	119,923 38*
New Brunswick	29,701 13	16,993 08*	46,694 21*
Quebec	306,520 92	13,933 00	320,453 92
Ontario	480,821 57	24,388 50*	505,210 07*
Manitoba	67,555 94	12,881 69*	80,437 63*
Saskatchewan	44,529 09	3,122 66	47,651 75
Alberta	119,681 40	12,253 73	131,935 13
British Columbia	267,351 73	19,844 76	287,196 49
Yukon and Northwest Territories	1,787 12	.....	1,787 12
Totals	1,438,829 80	127,654 18	1,566,483 98

* Calendar Year 1952 administration charges shown above for provinces of Newfoundland, Prince Edward Island, Nova Scotia, New Brunswick, Ontario and Manitoba include charges for handling claims of employees of Canadian Government Railways which claims are paid through the Federal Government deposits with the aforementioned Boards. The cost of claims of Canadian Government Railways' employees are not shown in the claims disbursements column, however, as cost of Railways' claims are reimbursed direct to the Provinces by the Canadian National Railways instead of being charged to the Consolidated Revenue Fund. The amount of administration expenses charged to Federal Government is subject to audit and approval of the Governor in Council before payment. When the Railways' portion of administration expenses is disclosed, such portion is recovered from the Canadian National Railways by the Department of Labour.

XIII.—MERCHANT SEAMEN COMPENSATION

The Merchant Seamen Compensation Act passed in 1946, being Chapter 58 of the Statutes of Canada of that year, was substantially amended during the fiscal year. Just before the fiscal year ended on March 31, the House of Commons approved the amending bill which previously had been considered and passed in the Senate. Royal Assent followed and the bill then became Chapter 16 of the Statutes of 1952-1953. Amendments become effective June 1, 1953.

Mainly, the new Act increased benefits payable under the legislation to bring them in line with present-day costs. The Act protects seamen and their dependants where the seamen are employed on ships engaged in home-trade or on foreign voyage and are not covered by a provincial Workmen's Compensation Act.

At the end of the year it was estimated that 82 shipping companies employing a large number of persons came under the Act. The number, however, fluctuates. These companies are required by the Act to carry the necessary liability insurance to protect their employees and to adhere to the orders of the Merchant Seamen Compensation Board, which administers the Act under the jurisdiction of the Minister of Labour. The total of shipping companies mentioned is higher than in 1951-1952 since quite a number operating out of Newfoundland ports have been added.

An important change made was to qualify under the Act an accident to a seaman which prevented him from working more than for four days. Previously the period was seven days. In other words, a man who returns to work now on the sixth day after an injury draws compensation for the full five previous days. If he returns to work after only four days off he does not get compensation although he does receive the required medical aid for his injury.

The previous ceiling of annual earning was $2,500 and it was provided that the injured and incapacitated seaman could draw a sum by way of compensation which was equal to 66 2/3 per cent of $2,500 or of his total earnings if less. Now he can draw 66 2/3 per cent of $3,600 in a year or of his full earnings if less.

The widow of a seaman who loses his life as a result of his calling, now will receive $50 monthly instead of $45 as previously, and this is true also for an invalid husband whose wife had been employed on a ship as a cook or in some other like capacity and lost her life. Monthly payments to dependant children under 18 years of age have been raised by the new Act from $10 to $15 and in the event of the death of the widowed mother or the invalid father, monthly payments will be $25 for each child compared with $20 under the original Act. If a seaman is killed or dies from injuries suffered while at work but leaves no widow and does leave children under 18 years of age, the monthly payment to each child is now to be $25 instead of $20.

Total compensation to widow and children cannot exceed, however, the average monthly earnings of the seaman so this means that the amount paid to dependant children would have to be scaled down from the sum of $15 in order to keep within the maximum allowed, in some cases.

Payment towards the funeral expenses of a deceased seaman was increased from $125 to $200. No changes were made in the allowance of $125 towards cost of transportation of body to place of burial and incidental expenses and $100 flat amount to the widow as a death benefit sum.

Exclusive of the foregoing, the compensation payable in no case is to exceed 66 2/3 per cent of the average annual salary or earnings of the seaman.

There is a change in the minimum weekly compensation of the incapacitated seaman, however. It must not be less than $15 if he was earning this amount or more weekly, as compared with $12.50 stipulated in the preceding Act, but if earnings were less than $15 then he is to receive a sum equivalent to his earnings.

There were 41 claims under the Act during the fiscal year. The Merchant Seamen Compensation Board was called upon to consider 11 permanent disability claims and all were approved, the necessary awards being made. There were also 28 claims involving temporary disability and action previously taken on these claims also was approved by the Board. Only two claims were rejected.

Since 1946, approximately 578 claims have been dealt with. The number has been decreasing owing to the transfer of ships from Canadian registry to the registry of other countries and notwithstanding the addition of 28 shipping companies of Newfoundland which were brought under the Act last year.

XIV.—NATIONAL ADVISORY COUNCIL ON MANPOWER

The National Advisory Council on Manpower, as stated in previous reports, was established on February 1, 1951, to advise the Minister of Labour on matters relating to the most effective utilization in the national interest of the present and potential manpower of Canada.

The membership of the Council consists of the Clerk of the Privy Council and the Deputy Minister of Labour as joint chairmen, four representatives of employers, two representatives of agriculture, two representatives of the women of Canada, two representatives of the veterans of Canada and representatives of the following divisions of the Government: Agriculture, Citizenship and Immigration, Civil Service Commission, Defence Production, Finance, Fisheries, Justice, Labour, Mines and Technical Surveys, National Defence, Resources and Development, Secretary of State, Trade and Commerce. The Unemployment Insurance Advisory Committee and the National Employment Committee are also ex officio members of the Council.

The membership of the Council was augmented during the fiscal year by the appointments of the National Co-ordinator of Civilian Rehabilitation, Department of Labour, the President of the Canadian Industrial Preparedness Association and the President of the Canadian Metal Mining Association.

During the fiscal year under review, the Council held one meeting, on December 10 and 11, 1952.

Among the questions which came up for consideration and discussion by the members of the Council were: the St. Lawrence Seaway and hydro-electric development, civilian manpower situation, placement of workers on a counselled and voluntary system for employment in priority occupations, rehabilitation of disabled persons, placement and employment of older workers, vocational training, reinstatement in civil employment of and unemployment insurance benefits for members of the Armed Forces, seasonal unemployment, national registration, farm labour, working and employment conditions in agriculture, Armed Forces manpower and defence production program and manpower.

The Council recommended to the Minister of Labour that the Vocational Training agreements with the provinces which expire March 31, 1953, be extended further.

The Council also agreed to ask the National Employment Committee to consider and study the numerous problems relating to seasonal unemployment and to report its findings and recommendations to the Council.

XV.—INTERNATIONAL LABOUR ORGANIZATION

THE ORGANIZATION AND ACHIEVEMENTS OF THE INTERNATIONAL LABOUR ORGANIZATION

The purpose of the International Labour Organization is to promote social justice by improving industrial conditions in all countries of the world through international agreements and national legislative action and collective agreements, thus providing a solid basis for universal lasting peace and prosperity. Established in 1919 by the Versailles Peace Treaties as an autonomous associate of the League of Nations, it has become by an agreement signed in 1946 a specialized agency of the United Nations. At present there are 66 member nations in the Organization, which is democratically governed by representatives of the governments, of the organized employers and of the organized workers in each of these countries.

After a wartime sojourn in Montreal, the headquarters of the ILO was returned to Geneva, Switzerland, where the Director-General, David Morse, supervises an expanded program for the improvement of working and living conditions, migration and manpower utilization, and technical assistance for underdeveloped countries, in co-operation with the United Nations and other specialized agencies, such as FAO, WHO, and UNESCO. Branch offices of the ILO are maintained in London, Paris, Bonn, Rome, New Delhi, Washington and Ottawa. The Director of the Canada Branch is V.C. Phelan of Ottawa.

The machinery of the International Labour Organization consists of three main organs:—

(1) *The Governing Body* is the executive council of the Organization, with general supervision over the work of the International Labour Office and the various Conferences and Committees. The Governing Body meets now three times a year.

(2) *The International Labour Conference* is a world parliament for consideration of labour and social problems. The recommendations of eight Industrial Committees, of Regional and Special Conferences, and of Committees of Experts and Correspondence Committees, are studied by the Governing Body, and many of those recommendations which the Governing Body approves are then given thorough discussion by the Annual Conferences.

(3) *The International Labour Office* acts as a secretariat, a world research and information centre, and a publishing house for the Organization. In the operational field, it assists member states by furnishing experts on manpower and technical assistance.

The International Labour Organization has registered many solid achievements during the thirty-four years of its development. One hundred and three Conventions have been adopted, which have received 1,348 ratifications up to March 1, 1953. In addition, ninety-five Recommendations have been adopted. These Conventions and Recommendations cover a wide variety of vital subjects, such as: freedom of association, employment and unemployment (employment services, national development schemes, provision for unemployment, the organization of employment during the transition from war to peace); general conditions of employment (wages, hours of work, weekly rest periods, and annual holidays with pay); the employment of children and young persons (age for admission to employment, medical examinations for fitness for employment,

vocational training and apprenticeship, night work); the employment of women (maternity protection, night work, employment upon unhealthy work, equal remuneration for men and women for work of equal value); industrial health, safety and welfare; social security; industrial relations; labour inspection; maritime labour; social policy in non-metropolitan territories; migration; and labour statistics. A Convention when adopted does not come into force until ratified by two or more member countries. All ILO members must submit an adopted Convention to their competent authorities for consideration within eighteen months. Those countries which ratify a Convention must pass laws to implement it, and are required to make annual reports on progress toward its objectives.

As the Director-General of the ILO stated recently: "No International Labour Convention infringes in any way the sovereignty of states. A Convention is not a measure to be imposed on governments against their will. Its ratification is a matter for independent action within each country."

Goals for achievement have been charted out in important phases of economic activity such as the international labour code of Conventions and Recommendations, the maritime code, the safety codes for industries, and the technical assistance program for under-developed countries. In addition, the various ILO conferences and meetings have brought together representatives of governments, employers and workers from all parts of the world in a democratic forum where they can become better acquainted and speak their minds freely during the process of planning industrial and social progress for all mankind.*

Canada's Part in the Work of the International Labour Organization

Canada aided in the establishment of the International Labour Organization in 1919 and has taken an active part in its work since that time. Canada is one of the eight countries of chief industrial importance which are permanent members of the Governing Body of the ILO. There is a Canadian Government Member on the Governing Body, and Canada also has a deputy member from the employers' group and a deputy member from the workers' group on the Governing Body.

Canada is represented at the Annual Conference of the ILO and at the triennial American Regional Conference and at other special conferences, by tripartite delegations representing the Government, the employers and the workers of Canada. Similarly, tripartite delegations represent Canada at sessions of the eight Industrial Committees which convene every two or three years to discuss special problems of these industries: Coal Mines; Inland Transport; Iron and Steel; Metal Trades; Textiles; Building, Civil Engineering and Public Works; Petroleum; and Chemical Industries. In addition, there are Canadian members on the following ILO Advisory Committees: Finance and Administrative Committee; Allocations Committee; Permanent Migration Committee; Committee on Indigenous Labour; Committee of Social Security Experts; International Development Works Committee; Committee on Productivity in Manufacturing Industries; Committee on Occupational Safety and Health; Committee on Recreation; Committee on Women's Work; Committee on Juvenile Employment; Committee of Statistical Experts; Joint ILO/WHO Committee on Occupational Health; and Joint ILO/WHO Committee on Hygiene of Seafarers.

Canada aids the Technical Assistance Program of the ILO by furnishing experts in various types of industrial training for service in under-developed

* Fuller details concerning the organization and activities of the International Labour Organization can be obtained from such ILO publications as *The International Labour Review*, *Industry and Labour*, and other regular and special reports.

countries, by arranging training courses and tours in Canada for selected persons from such countries, and by providing training materials such as the ILO text "National Employment Services—Canada" for use by trainees in other countries.

Canada has ratified eighteen ILO Conventions* and is required to report annually on their application.

The Department of Labour is the official liaison agency between the International Labour Organization on the one hand and the Canadian Government, the employers' and workers' organizations, and the public of Canada, on the other hand. After the Second World War the expansion of ILO activities was such that the ILO Branch was set up to look after international labour affairs. The ILO Branch co-ordinates all ILO work by liaison with the Department of External Affairs and all other federal departments, with the ten provincial governments, with the eight major employers' and workers' organizations (Canadian Manufacturers Association, Canadian Chamber of Commerce, Canadian Construction Association, Railway Association of Canada, Trades and Labour Congress of Canada, Canadian Congress of Labour, Canadian and Catholic Confederation of Labour, and Railway Transportation Brotherhoods), and with the public at large.

This Branch makes all arrangements for the Canadian delegations, including government, employer and worker representatives, attending international labour conferences and committee meetings. The Branch also prepares a large part of the briefing instructions for the government delegates at ILO meetings on reports and papers prepared for discussion, and the rest in co-operation with other branches and departments. After consultation with federal and provincial departments and agencies, reports are prepared under the supervision of the Branch in reply to ILO questionnaires and inquiries on a wide variety of labour matters, in addition to annual and periodical reports on the application of ILO Conventions and Recommendations. Departmental reports are prepared on the deliberations of various ILO bodies.

When the authentic texts of Conventions and Recommendations (adopted at an Annual ILO Conference) are received, they are referred to the Department of Justice for a legal opinion on the legislative jurisdiction for each. When this is obtained, sets of the authentic texts are tabled in the House of Commons and the Senate of Canada with the accompanying legal opinion. Sets of the Conventions and Recommendations are sent to the Lieutenant-Governors of the ten provinces, and to the employers' and workers' organizations. The provincial departments of labour and the major employers' and workers' organizations are also provided regularly with the annual reports on Ratified Conventions with the periodical reports on other Conventions and Recommendations, and with the reports and studies issued by the ILO on various labour problems of current international interest.

By these and other means, the ILO is kept informed on the progress of industrial and economic conditions in Canada, and the Canadian governments and organizations concerned are kept in touch with developments in international labour affairs.**

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* For list of Conventions ratified by Canada, see *Annual Report, Department of Labour, 1951-52.*

** The Department has issued a phamphlet "*Canada and the ILO*", which gives fuller particulars on this subject.

Main Activities in the Fiscal Year 1952-53

During the year under review Canada was represented at the following ILO Meetings:

—1952—

4th Session, Inter-American Social Security Conference	Mexico City	Mar. 24-Apr. 5
5th American Regional Conference	Rio de Janeiro Brazil	Apr. 17-30
4th Session, Metal Trades Committee	Geneva	Apr. 21-May 3
4th Session, Iron and Steel Committee	Geneva	May 5-17
119th Session, Governing Body	Geneva	May 26-31
35th ANNUAL LABOUR CONFERENCE	Geneva	June 4-28
3rd Session, Chemical Committee	Geneva	Sept. 9-20
2nd Session, Joint ILO/WHO on Occupational Health	Geneva	Oct. 6-12
4th Session, Petroleum Committee	Scheveningen Holland	Oct. 14-25
120th Session, Governing Body	Geneva	Nov. 14-Dec. 2
Meeting of Experts on Productivity	Geneva	Dec. 1-11

—1953—

4th Session, Textiles Committee	Geneva	Feb. 2-14
121st Session, Governing Body	Geneva	Feb. 20-Mar. 7

The ILO Branch made travel arrangements for the delegates proceeding from Canada, and provided briefing instructions for the Government delegates. These instructions dealt with 19 reports for the Annual Conference, 18 reports for the Industrial Committee meetings, and 290 papers for Governing Body sessions, in addition to other matters.

THE 35th ANNUAL CONFERENCE was attended by 654 delegates and advisers representing the governments, the workers and the employers of 60 member countries. Libya was admitted this year as the 66th member state of the ILO. In addition to a general debate on the report of the Director-General, three Conventions and three Recommendations were adopted by the Conference, as well as 16 Resolutions. The Conference adopted a budget of $6,223,368 to carry on ILO operations in 1953, of which Canada's share will be $216,158.94.

During the debate on the Director-General's report, the Conference was addressed by M.M. Maclean, Assistant Deputy Minister of Labour and Director of the Industrial Relations Branch, who was the head of the Canadian delegation, and by Max Swerdlow of the Trades and Labour Congress of Canada, who was the worker delegate. C. A. L. Murchison, Commissioner of the Unemployment Insurance Commission, who was an adviser to the Government delegates, spoke to the plenary session during the discussion of the Convention on Social Security.

The Conference adopted a Convention (No. 101) providing holidays with pay for agricultural workers after a period of continuous service, and this was supported by a Recommendation (No. 93) on the same subject. A Convention (No. 103) was passed revising the Maternity Protection Convention of 1919 to

bring it into line with modern working conditions, and a supporting Recommendation (No. 95) was approved on the same subject. Most discussion at the Conference was aroused by the Convention (No. 102) on minimum standards of social security in nine fields: medical care, sickness benefit, unemployment benefit, old age, employment injury benefit, family benefit, maternity benefit, invalidity pensions or allowances, and survivors' pensions or allowances. After prolonged debate and numerous amendments, the Convention was adopted. A Recommendation (No. 94) concerning consultation and co-operation between employers and workers at the level of the undertaking, received widespread support. Among 16 Resolutions adopted at the Conference, the one which aroused most interest urged member countries to preserve the independence of the trade union movement.*

The Fifth American Regional Conference in Brazil was attended by 190 delegates and advisers representing 14 member states in North and South America. Fourteen resolutions were adopted, mainly concerning the agenda items: Labour legislation in agriculture, social security, and remuneration of salaried employees. *The Second Session of the Joint ILO/WHO Committee on Occupational Health* was concerned chiefly with occupational diseases, health service program in factories and in agriculture, and co-operation between public health and industrial health services. *The ILO Committee on Productivity* studied various aspects of labour productivity in manufacturing industries, under the chairmanship of Dr. George Haythorne, Director of the Economics and Research Branch of the Canadian Department of Labour.

Five *Industrial Committees* of the ILO met during this year. Each Industrial Committee considered the action by the member countries and by the International Labour Office on the resolutions of previous sessions, the general developments in the industry since the last session, and the representations received from interested organizations, in addition to the following problems of each industry:

Metal Trades; (4th Session): Human relations in plants, and factors affecting productivity.

Iron and Steel (4th Session): Vocational training, and welfare services.

Chemical Industries (3rd Session): Vocational training, and hours of work.

Petroleum (4th Session): Wage principles, and social security.

Textiles (4th Session): Guaranteed wages, and women's employment.

The Governing Body of the ILO at its 119th, 120th, and 121st sessions considered the resolutions of the various conferences and committees, and what action should be taken on them; decided the agendas of the Annual Conference for 1954 and the Industrial Committee sessions for 1953; authorized the holding of regional and special conferences and committee meetings for 1953; studied reports of its committees on finance and administration, allocations, staff questions, freedom of association, technical assistance, manpower, etc; and decided to recommend to the 36th Annual Conference an amendment to the ILO Constitution in order to increase the Governing Body from 32 to 40 members.

Canadians continued to play an important part in ILO technical assistance projects to aid under-developed nations as part of the U.N. Expanded Technical Assistance Program. The ILO has 276 of these projects under way, of which 97 are in Asia, 85 in Latin America, 72 in the Middle East, and 12 in Africa. The following Canadian experts were serving on ILO technical assistance projects during the year 1952-53: Messrs. R. E. Byron, J. W. Inglis and G. Rousseau

* Further particulars on this and other ILO meetings will be found in *The Labour Gazette.*

on vocational training in Greece; Messrs V. C. Phelan and A. Bouthillier on employment service and migration in Brazil; A. Kerr on vocational training in Brazil; J. P. Despres on the iron and steel industry in Colombia; G. Harrower on training within industry in Pakistan; A. Landry on training within industry in Libya and Viet Nam; and S. Ross on manpower surveys in Burma.

In addition to annual reports on ratified Conventions and periodic reports on a number of unratified Conventions and on Recommendations, reports were compiled and sent forward to the ILO on a wide range of other subjects during the fiscal year 1952-53: wage rates and hours of labour, developments in the textile industry, employment statistics, retail prices, the co-operative movement, the construction industry, revision of Convention No. 93, handicrafts and small-scale industries, rehabilitation of the physically handicapped, protection of dock workers against dust, holidays with pay, minimum age of admission to work underground in coal mines, safety in the building trade, protection of the health of workers, migration for employment, working and living conditions in forestry, developments in the coal mining industry, and social security for migrant workers.*

In these and other ways, Canada continued to fulfil its obligations as one of the leading industrial member states of the International Labour Organization.

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* Most were compiled in the Economics and Research Branch, and others in the Industrial Relations Branch and the Legislation Branch of the Department.

XVI.—CIVILIAN REHABILITATION

For years it had become increasingly apparent that the great need in the field of civilian rehabilitation was co-ordination of planning and effort. Governments, federal, provincial and municipal, as well as numerous public spirited private agencies, were actively engaged in various branches of rehabilitation work, but a unified plan of action covering the entire field was lacking.

In an effort to evolve and adopt a constructive and co-operative approach to the many problems surrounding the rehabilitation of civilian handicapped men and women of Canada, invitations to attend a national conference in Toronto, February 1-3, 1951, were extended to employers' and workers' organizations, all provincial governments, medical associations, officers of national organizations interested in the rehabilitation of specific groups of the handicapped, universities and individuals directly or indirectly engaged in the field of rehabilitation. More than 200 delegates and observers, including three from the United States and one from the United Kingdom attended the conference. All the provinces of Canada were represented by official delegates, and observers included officers of various provincial, civic and local organizations.

Acting on the recommendation of the national conference, the Government established, by Order in Council P.C. 6806, on December 29, 1951, a Committee—

> " to advise on matters related to the rehabilitation of handicapped civilians, and to be known as the National Advisory Committee on the Rehabilitation of Disabled Persons. The Committee was composed of representatives of each of the provincial governments; of three federal government departments, namely, Labour, National Health and Welfare and Veterans Affairs; of health and welfare voluntary agencies; representatives of the medical profession; representatives of organized employers and of organized labour, and of representatives of universities and groups specially interested in rehabilitation."

The newly appointed committee held its first meeting, February 20-22, 1952, with the Honourable Mr. Gregg as Chairman and addressed by the Right Honourable the Prime Minister, the Honourable the Minister of National Health and Welfare, and the Honourable the Minister of Veterans Affairs.

The government appointed a National Co-ordinator of Civilian Rehabilitation in June, 1952, and action was taken later in the month for the appointment of an Assistant to the Co-ordinator.

Shortly after his appointment, the National Co-ordinator visited all the provinces to consult with provincial government officers and members of the National Advisory Committee on Rehabilitation.

At the second meeting of the National Advisory Committee held in Ottawa, September 23-25, 1952, the Co-ordinator made his first report to the committee, pointing out, among other things, that money spent on rehabilitation is, in reality, invested. In other words, it is returned to the community and to the government in the form of earning power and taxes. At the same time the humanitarian aspects of fitting disabled persons to take their rightful places in the community as wage earners or as home-makers cannot be overlooked as a useful contribution to the welfare of Canada as a whole.

Between the second and third meetings of the National Advisory Committee the Co-ordinator prepared a draft of a rehabilitation plan for Canada which was considered by a special meeting of the Executive of the National Advisory Committee, held in Ottawa on November 8, 1952. This suggested plan, with minor

changes, was forwarded to the three federal govenment departments most interested in rehabilitation.

The third meeting of the National Advisory Committee was held in Montreal in February, 1953. Prior to this meeting, the Co-ordinator had visited several of the larger rehabilitation centres in the New York area, and established contacts with the Rehabilitation Unit of the Social Welfare Division of United Nations and the Headquarters of the International Society for the Welfare of Cripples. Shortly after the third meeting, he visited the United Kingdom to study some of the outstanding rehabilitation centres in England and Scotland.

A complete story of the proceedings of the National Conference on Rehabilitation held in Toronto was published in *The Labour Gazette* for April, 1951, and detailed accounts of the meetings of the National Advisory Committee on Rehabilitation are given in the pages of *The Labour Gazette*, between June, 1952, and March, 1953.

XVII.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE NATIONAL EMPLOYMENT SERVICE

During the fiscal year ended March 31, 1947, Section 88 of the Unemployment Insurance Act, 1940, under which the National Employment Service was established, was amended to provide that this Service should be under the direction of the Minister of Labour. Detailed information on the operations of the National Employment Service is published in the annual Report of the Unemployment Insurance Commission. Close liaison is maintained between the work of the Unemployment Insurance Commission and that of other agencies in the Department of Labour.

XVIII.—REPORT OF THE DIRECTOR OF CANADIAN VOCATIONAL TRAINING

OTTAWA, May 28, 1953.

HONOURABLE MILTON F. GREGG, V.C.,
MINISTER OF LABOUR,
OTTAWA, ONTARIO.

SIR,—Clause 11 of the Vocational Training Co-ordination Act, 1942, provides that an annual report shall be prepared on the administration of the Act, and that such report shall be tabled in Parliament within sixty days after the termination of each fiscal year, if Parliament is then sitting.

I have the honour to transmit the report of the Director of Training for the fiscal year ended March 31, 1953.

Respectfully submitted,

A. H. BROWN,
Deputy Minister.

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CANADIAN VOCATIONAL TRAINING

A. H. Brown,
Deputy Minister of Labour.

Sir,—The undersigned respectfully submits his report on the activities of the Training Branch for the fiscal year ended March 31, 1953.

Part I

The legislative authority for the activities and expenditures of the Training Branch, Department of Labour, is the Vocational Training Co-ordination Act of 1942. This Act authorizes the Minister of Labour to undertake projects of vocational training designed to—

(a) fit persons for employment for any purpose contributing to the efficient prosecution of the war whether in industry or in the armed forces;

(b) fit for any gainful employment those former members of the armed forces eligible and approved for training by the Department of Veterans Affairs;

(c) fit unemployed persons for gainful employment;

(d) fit persons for employment for any purpose contributing to the conservation or development of the natural resources vested in the Crown in the right of Canada.

The Minister may also undertake and direct research work pertaining to vocational training and disseminate information relating to such training.

He is also authorized to enter into agreements with the provinces for any period to provide financial assistance up to, but not exceeding the amount contributed by the provincial government for any of the following types of training:

(a) any project, undertaken by the province, to provide vocational training for any of the aforementioned purposes;

(b) approved projects formerly conducted under the Youth Training Act, 1939;

(c) vocational training projects for the conservation or development of the natural resources vested in the Crown in the right of the province;

(d) projects of apprenticeship training recommended by the Vocational Training Advisory Council;
and

(e) the development and carrying on of vocational training on a level equivalent to secondary school level.

The Act provides for the appointment by the Governor-in-Council of an advisory body known as the Vocational Training Advisory Council to consist of a Chairman and not more than sixteen members with equal representation of employers and employees. This body usually meets semi-annually and deals with problems arising out of the administration of the Act. In 1952, an addi-

tional advisory body, known as the Advisory Committee on Apprenticeship Training, was appointed. It deals only with problems of apprenticeship and training-on-the-job, and reports through the Council.

The federal-provincial program of vocational training, which is now known as "Canadian Vocational Training", is carried on under four agreements which may be summarized as follows:

Vocational Schools' Assistance Agreement

The purport of this agreement, which has been signed by all provinces, is to assist the provincial governments in developing and maintaining technical institutes, trade schools and vocational schools and classes of secondary school grade in which at least 50 per cent of the time is spent in shopwork, drafting and related subjects.

The agreement covers the ten-year period from April 1, 1945, to March 31, 1955, and provides for maximum total federal expenditure of twenty million dollars for sharing in operating and maintenance charges and for a maximum of ten million dollars to share in capital expenditures. These amounts are divided into annual appropriations voted by Parliament. In 1949, these amounts were supplemented by $65,800 per annum for operation and maintenance costs and a total of $292,250 for capital expenditures to meet anticipated requirements of Newfoundland up to 1955.

The capital grants are allotted to the provinces in proportion to the population groups in each province between the ages of 15 and 19 inclusive, as determined by the latest decennial census. Payments up to 50 per cent of the total provincial expenditures, but not in excess of the appropriate annual allotments, are made on claims submitted by the provinces covering expenditures on approved projects. The time limit for shareable capital expenditures under this section except for Newfoundland was March 31, 1948.

The annual provincial allotments for operation and maintenance costs are determined by alloting $10,000 to each province and dividing the remainder of the $2,000,000 in proportion to the populations within the above-mentioned age group. Costs are shareable on a fifty-fifty basis up to the amounts available in the annual allotments. Claims are made on expenditures by the provincial governments, including the costs of operating provincial institutions and grants to municipalities. The agreement designates the types of expenditures on which federal grants may and may not be paid.

Subject to prior approval by the Minister, part of the annual allotment for maintenance may be used by the province for capital expenditures and any unearned portion of such predetermined amount may be carried forward for not more than one year.

Vocational Training Agreement

The original Vocational Training Agreement covered a two-year period commencing April 1, 1948. It was renewed for a further period of three years commencing April 1, 1950, and has been further renewed for a period of one year commencing April 1, 1953.

The Vocational Training Agreement has been signed by all provinces, but not all of the following types of training programs are in operation in each province.

Provision is made under this agreement for sharing with the provincial governments up to, but not exceeding the amounts voted annually by Parliament in various types of approved projects and courses designed to meet the

needs of persons who, because of age, or for other good reasons, cannot attend the regular school classes. The following types of courses are provided by the provincial authorities under this agreement:

Schedule "O"—

(a) Short-term classes of from a few weeks to three months' duration for young people from rural districts and small communities and for coastal fishermen.

Living allowances and travelling expenses may or may not be paid to trainees according to provincial policy, and the costs of such training are shareable on a fifty-fifty basis;

Schedule "M"—

(b) Short-term classes usually of from three to twelve months' duration, depending on the nature of the skills to be taught, for unemployed persons who need such training to fit them for available employment.

Usually living and travelling allowances are paid at rates fixed by the provincial authorities. The costs of such training are shareable on a fifty-fifty basis;

Schedule "K" 2—

(c) Short-term pre-employment and upgrading day classes and special part-time and evening classes for skilled and semi-skilled workers urgently needed for defence production. Such training may be given in schools and training centres operated by industry or on the job. The federal government pays 75 per cent of the cost of such training;

Schedule "K" 1—

(d) Special short-term day classes for members of the armed forces conducted in special training centres operated by Canadian Vocational Training. The provincial authorities are reimbursed for the full cost of operating such classes.

(e) Canadian Vocational Training also provides civilian instructors and teachers of shop work and related subjects for classes conducted by the armed forces in their own schools and training centres.
The costs of such service are reimbursed to the provinces from funds provided by the Department of National Defence;

Schedule "Q"—

(f) Short courses of from ten hours to two weeks' duration in supervisory and training procedures for foremen and supervisors in industrial establishments.

The federal government provides manuals, record forms, etc., for this work and shares other costs equally with the provinces;

Schedule "L"—

(g) Canadian Vocational Training is prepared to reopen special training facilities and classes for the rehabilitation training of ex-members of the armed forces who have served in a theatre of war and who, having established eligibility, are referred for such training by the Department of Veterans Affairs. The total cost of such training is chargeable to the federal government;

Schedule "R"—

(h) Consideration is now being given to the establishment of a special training program for disabled civilians approved for such training by provincial selection committees, the costs to be shareable on a fifty-fifty basis;

Student Aid—

(i) Under the provisions of this agreement, the federal government provides limited funds for sharing with the provinces in the cost of providing bursaries to worthy, needy university students and to nurses in training. Such bursaries vary from $100 to $500 per year, and selection is made by provincial committees on each of which there is a representative of the federal government.

Apprenticeship Agreement

The purpose of the Apprenticeship Agreement is to promote and develop training programs for indentured apprentices registered under the various provincial laws and regulations, and to encourage the training of more skilled workers in all types of industrial employment where apprenticeship is applicable.

This agreement which covers a ten-year period, expires on March 31, 1954. The agreement has been signed by all provinces except Quebec, Newfoundland, and Prince Edward Island. The apprenticeship program in Quebec differs from that in other provinces, in that it is controlled by special committees operating in designated zones, and is financed by assessment. Prince Edward Island has not yet passed an apprenticeship act. It is expected that the agreement will come into operation in Newfoundland during the fiscal year 1953-54.

Subject to the amount voted annually by Parliament, the federal government shares equally with the provincial governments in the costs of organizing and operating special training classes and maintaining adequate field supervision of provincially controlled apprenticeship programs.

Vocational Correspondence Courses Agreement

Under the provisions of the Vocational Correspondence Courses Agreement, the federal government has set aside the sum of $125,000 to be expended over the five-year period from April 1, 1950 to March 31, 1955 for sharing equally with the provincial governments in the cost of preparing vocational correspondence courses recommended by a specially appointed interprovincial committee and made available on a uniform basis to students in all parts of Canada.

Staff and Functions of the Training Branch

The staff of the Training Branch consists of a Director, an Assistant Director, a Supervisor of Trade Training, two clerks, and two stenographers.

Liaison with officials in the various departments of the provincial governments responsible for the organization and operation of training programs is maintained through Regional Directors. They are provincial officials with direct responsibilities for certain phases of the programs, but they deal direct with Ottawa in transmitting requests for approval of new projects and courses which are to be conducted at federal expense or the cost of which is to be shared by the federal government. The Department of Labour shares in the salaries and travelling expenses of such officials in proportion to the time devoted to federal-provincial activities.

Head office officials keep in touch with developments in the various provinces and elsewhere, by visits, consultations with responsible officials, participation in provincial conferences, and the convening of conferences and committee meetings in Ottawa to discuss problems of mutual interest. The Training Branch also prepares bulletins, papers, and other matter for publicity and promotion purposes and its staff acts in a secretarial capacity for the Advisory Council and the Advisory Apprenticeship Committee.

Part II

SUMMARY OF EXPENDITURES AND ENROLMENTS

The nature and extent of the training programs which received assistance under the provisions of the Act during the past fiscal year is indicated by the following statements of enrolments and appropriations:—

ENROLMENTS—FISCAL YEAR 1952-53

Unemployed Workers	1,805	Defence Industries	1,896
Youth Training	3,697	Apprenticeship	8,518
Student Aid	4,663	Vocational Schools—Day Classes (estimate)	91,000
Supervisory Training	10,282	Vocational Schools—Evening and Part-time Classes (estimate)	124,200
Armed Forces	713		
		Total	246,774

APPROPRIATIONS—FISCAL YEAR 1952-53

	Appropriations
Veterans Rehabilitation	$ 5,000
Unemployed Workers and Defence Industries and Disabled Persons	650,000
Youth Training and Student Aid	510,000
Supervisory Training	12,000
Armed Forces	160,000
Apprenticeship	1,000,000
Vocational Schools' Assistance—Annual	2,065,800
Vocational Schools' Assistance—Capital	1,134,000
Vocational Correspondence Courses	15,000
Administration and Advisory Council	45,800
Total	$5,597,600

Legislation and Orders in Council—(See Appendix 4)

There was no change in legislation or policy with respect to vocational training during the past year. Order in Council P.C.8/2206 dated April 12, 1952, authorized, for the provinces of Manitoba and Saskatchewan, a further extension of the last date for payment of shareable capital expenditures under Clause 3, paragraph *(c)* of the Vocational Schools' Assistance Agreement, from March 31, 1952, to March 31, 1953.

Treasury Board Minute P.C. 37/2561, dated May 1, 1952, authorized the payment of transportation and living expenses for specified numbers of representatives of non-governmental associations and companies while attending the First National Conference on Apprenticeship in Trades and Industries convened by this Department in May.

Treasury Board Minute P.C. 1953-9/376, dated March 19, 1953, authorized the Minister of Labour, by agreement, to extend the term of the Vocational Training Agreement for one year from April 1, 1953. This Minute also authorized amendments to Clauses 7 *(b)* and 7 *(c)* of Schedule "Y" of the Vocational Training

Agreement clarifying the situation with respect to authority for sharing with the provinces, on a fifty-fifty basis, the purchase price and necessary repairs of machinery and equipment used for any training given under the Agreement.

All other Orders in Council and Treasury Board Minutes had to do with the appointment or re-appointment of members of the Vocational Training Advisory Council and the Apprenticeship Training Advisory Committee, and necessary appointments and adjustments with respect to the staff of the Training Branch.

Staff Changes

Mr. A. W. Crawford, who was appointed Acting Director following the death of Mr. R. F. Thompson, was appointed as Director in June 1952. Brigadier J. E. Lyon, the Assistant Director, who had been on loan to the International Labour Office in Geneva, returned to Canada in September 1952, and resigned to accept a position with the Economics and Research Branch as Administrative Officer. Mr. C. R. Ford was appointed Assistant Director effective December 1, 1952. On January 31, 1953, Mr. J. H. Ross, then Regional Director for Alberta, was employed on a loan basis. In February, the position of Supervisor of Technical Training, vacated by Mr. Ford, was changed to Supervisor of Trade Training and the vacancy was advertised by the Civil Service Commission as a bilingual position. No suitable applicant was forthcoming, and on April 1, Mr. J. H. Ross was appointed to the position in a temporary capacity pending the appointment of a permanent incumbent.

Mr. Ross was superannuated from his position as Director of Vocational Training in the province of Alberta at the end of January 1952, and Mr. R. E. Byron, of the Department of Education, was immediately appointed to succeed him as Regional Director.

Advisory Council on Vocational Training

The term of office for five members of the Advisory Council expired on November 30, 1952. Mr. Gustave Poisson, Deputy Minister, Department of Social Welfare and Youth, Quebec, was reappointed for a further period of three years. Mrs. A. Turner Bone, President, The National Council of Women of Canada, was appointed as the representative of women to succeed Mrs. R. J. Marshall, Past President. Miss Yolande Valois, Vice-President, The Canadian and Catholic Confederation of Labour, was appointed to succeed Mr. Fernand Philion as representative of the Canadian and Catholic Confederation of Labour. Mr. W. Elliott Wilson, Deputy Minister of Labour for Manitoba, was appointed to succeed Mr. N. C. MacKay, Director of Extension, Department of Agriculture, Winnipeg, and Mr. T. H. Robinson, Manager, Industrial Relations Department, Canadian International Paper Co., Montreal, was appointed to succeed Mr. C. B. C. Scott, General Personnel Manager of the Massey-Harris Company, Limited, Toronto.

The eighteenth meeting of Council was held in Ottawa on September 11-12. The principal topics discussed were,—suggested changes in the provisions for federal aid to vocational schools; the need for special training classes for defence industries; the requirements of special training facilities for disabled persons; the provision of civilian teachers for the armed forces; and reports on apprenticeship.

The nineteenth meeting of Council was held in Ottawa, February 19-20. The special committee appointed to study and report on future federal aid to vocational schools was enlarged and its terms of reference extended to include study of the other agreements under the Act. Council endorsed a memorandum

of the Director setting forth the contents of a proposed schedule to provide rehabilitation training for disabled persons, and the activities of the Apprenticeship Training Advisory Committee were endorsed.

Advisory Committee on Apprenticeship Training

The newly appointed Advisory Committee on Apprenticeship Training held two meetings in Ottawa during the year, the first on September 5, 1952, and the second on November 17 and 18, 1952. The findings and recommendations of the National Conference on Apprenticeship in Trades and Industries were reviewed and after careful consideration the committee recommended that the Department proceed with the production of trade analyses as requested by the conference. It was decided to start with the trades of carpentry and machinist. The committee also studied suggestions for national and provincial publicity campaigns, and endorsed the proposal to revise the departmental bulletin, "Apprenticeship in Canada". Topics for study arising from recommendations of the apprenticeship conference were selected and assigned to the staff of the Training Branch including—drop-outs in apprenticeship; the feasibility of uniform terminology and definitions of trades; and entrance requirements for apprenticeship.

Special Activities of the Training Branch

Work of the staff during the year included, in addition to the regular visits, conferences, and administrative duties, the following special activities:—

The Assistant Director, conducted two courses in Teaching Methods and Curriculum Construction at the summer school for vocational teachers held in Vancouver during the month of July.

Mr. J. H. Ross has devoted his time to the development of a nation-wide plan under which the manufacturers of automobiles, component assemblies, tools, etc., will arrange to provide equipment and training aids to apprenticeship training centres by way of outright gifts, loans, and purchase at reduced prices, provided the orders and requests are placed through designated authorities, and the material so supplied is used in such classes for instruction purposes only. Arrangements are also being made for the training of apprentice instructors in company schools and special classes.

It is expected that the plan will be in operation early in 1953 and it is hoped that a similar arrangement can be made with the manufacturers and suppliers of equipment and materials for apprenticeship classes in other trades.

There is good reason to believe that the inauguration of this plan will not only save money and improve the quality of instruction, but will also develop closer co-operation between the apprenticeship training centres and manufacturers, dealers and employers generally.

The Training Branch is co-operating with the Occupational Analysis Section of the Economics and Research Branch, Department of Labour, in gathering information and developing necessary forms and procedure for conducting trade analyses in designated apprenticeship trades as requested by the National Conference on Apprenticeship and the Advisory Committee. This work is still in the formative stage, but a beginning has been made on trade analyses of carpentry and machine shop practice.

The Training Branch is also co-operating with the Occupational Analysis Section in gathering new material and re-arranging the contents of the bulletin "Apprenticeship in Canada" which was first issued in 1949 and for which there has been a continuing demand.

The Training Branch took the initiative in promoting and organizing the First National Conference on Apprenticeship in Trades and Industries which was held in Ottawa on May 19 to 21, inclusive. This conference was attended by 65 official delegates, and over 20 observers from all provinces representing management, organized labour, training officials in industry, educators, and provincial and federal government officials in various departments. The conference expressed definite opinions and passed a number of recommendations with respect to the need for increasing the number of apprentices; ideas for developing better training programs; and methods for organizing and financing apprenticeship activities. The proceedings were published by the Department and given wide circulation.

Assistance to Vocational Schools

During the fiscal year, all provinces used the full amount of the annual allotments for the maintenance and operation of vocational schools and classes. Allotments and payments for the various provinces are given in Table 11 of Appendix 5.

Enrolments and expenditures have steadily increased in all provinces during the period of the present agreement, whereas the federal grants available to the provinces have remained fixed. The proportion of overall expenditures for the operation and maintenance of vocational schools which is represented by the federal allotments for this purpose varies greatly among the provinces ranging from less than 20 per cent in the highly industrialized provinces to 50 per cent in the smaller provinces of Prince Edward Island and Newfoundland where vocational training programs are relatively new.

These annual allotments have been adjusted in conformity with the population figures as determined by the 1951 decennial census. This adjustment, which takes effect on April 1, 1953, has resulted in increases for five provinces and decreases for the other five as indicated below:

Increases		Decreases	
British Columbia	13%	Saskatchewan	22%
Alberta	2·8%	Manitoba	12%
Ontario	1·4%	New Brunswick	4·5%
Quebec	4·5%	Nova Scotia	·4%
Newfoundland	1·4%	Prince Edward Island	1·3%

It will be noted that the changes resulting from shift in population have no relationship to changes which might have been made on the basis of need for federal assistance. As previously intimated, consideration is now being given to the possibility of revising the method of making allotments to the provinces.

Owing to delays in completing certain approved construction projects, it became necessary to make a few adjustments in the allotments of capital funds under Clause 3 *(c)* of the Vocational Schools' Assistance Agreement. It was also found necessary to grant a further extension of the time limit for making such expenditures in the provinces of Manitoba and Saskatchewan. A similar extension had been granted to Ontario last year.

No new projects may now be approved for capital assistance under the provisions of the existing agreement unless the money is taken from the annual appropriation for operation and maintenance.

The system of allotting specified sums for capital assistance to each approved project has resulted in some of the money remaining unclaimed. On the other hand, a considerable number of projects which had not been started

when the original allotments were made have been erected and equipped without assistance from the federal government. It is estimated that new projects now under construction and on which no federal grants are being paid represent a total expenditure in excess of $5,000,000, and information furnished by the provinces indicates that additional projects totaling over $20,000,000 will be required within the next few years.

YOUTH TRAINING—SCHEDULE "O"

There has been little change in the types of training or number of classes conducted under the youth training schedule. The figures for expenditures and enrolments are given in Tables 3 and 4 of Appendix 5.

In certain classes, particularly those for fishermen in the Atlantic area, it was found inadvisable to restrict training to persons under thirty years of age and the schedule was amended by removing the age limit in the provinces of Nova Scotia, Prince Edward Island and Newfoundland. It is planned to remove the upper age limit of thirty years for all classes under this schedule during the ensuing fiscal year.

TRAINING FOR UNEMPLOYED AND DISABLED CIVILIANS—SCHEDULE "M"

The enrolment figures for Schedule "M" are given in Table 2 which shows that the total number in training at the end of the year was 689 as compared with 583 at the close of the preceding year, and 752 on March 31, 1951.

The number of unemployed persons referred by the National Employment Service for training under Schedule "M", to fit them for suitable available employment, has continued to decrease although there has been a slight increase in the total number of persons trained under this schedule. This is accounted for by the relatively large increase in the number of disabled persons recommended for training by various social and welfare agencies in the different provinces. During the year ended March 31, 1952, about 250 disabled persons were admitted to classes under Schedule "M", whereas the total number during the year exceeds 350. Exact figures are not available because some provinces, in submitting their reports, did not separate disabled persons from other trainees. The increase in the number of disabled trainees would have been considerably larger if provision could have been made under Schedule "M" for all types of training required by such persons for satisfactory rehabilitation. Some required periods of training longer than twelve months which is the maximum period under Schedule "M". Some required prevocational and academic training which is not authorized under Schedule "M", and others required special provisions such as local transportation, special living allowances, and private tuition for which no provision has been made.

In February, the Director submitted a memorandum to the National Council on Rehabilitation outlining the provisions of a proposed new Schedule "R", which, it was felt, would take care of the special needs and requirements of disabled trainees. The memorandum was approved by the Rehabilitation Council and also by the Advisory Council on Vocational Training, and has been transmitted to the provinces for consideration. If approved by the provinces, it is hoped that the new schedule can be put into operation during the fiscal year 1953-54.

TRAINING WORKERS IN DEFENCE INDUSTRIES—SCHEDULE "K" 2

The demand for special training classes to meet the urgent needs of industries engaged in defence production has not developed as anticipated. During the past year, such classes were operated in Nova Scotia, New Brunswick,

Quebec, Ontario, Alberta, and British Columbia, to meet the immediate requirements of a few large plants in shipbuilding, munitions, and aircraft construction and repairs. The expenditures and enrolments for these classes are shown in Table 7 of Appendix 5.

TRADE TRAINING FOR THE ARMED SERVICES—SCHEDULE "K" 1

During the year, 447 enlisted personnel in the Army were referred to C.V.T. centres for training as vehicle mechanics and electricians, and 163 members of the Air Force were given instruction in telecommunications at the newly organized Provincial Trades Institute in Toronto. Further particulars regarding expenditures and enrolments are given in Table 6 of Appendix 5.

A new service for the armed forces was started during the year. The Air Force and Army experienced difficulty in obtaining sufficient numbers of qualified teachers of related subjects for their trade schools. They requested the Department of Labour to make arrangements for the employment of civilian instructors in Quebec, Ontario, and British Columbia.

During the year, 62 instructors were hired by Canadian Vocational Training for this purpose, the money being provided by the Department of National Defence.

SUPERVISORY TRAINING—SCHEDULE "Q"

Two courses for the training of conference leaders under the supervisory training program were conducted by this Department in the Province of Alberta in which trainees carefully selected by the provincial authorities were qualified to train foremen and supervisors under the job instruction program. An official of the Department of Education in Toronto has been qualified as a conference leader and is giving assistance to a limited number of industrial plants in that province. There have been no further developments in the other provinces, but Quebec continues to provide a complete program of supervisory training for the industries of that province.

STUDENT AID—SCHEDULE "O"

The federal-provincial bursaries for university students and nurses in training are consistently being increased in number. The federal funds available under Schedule "O" are not now sufficient to match provincial government expenditures in several provinces. These bursaries, which are available to worthy students who require such assistance in order to complete their formal education or training, have played an increasingly important part in the cultural and economic development of Canada. The provincial authorities have expressed the hope that regardless of proposed plans for federal scholarships, an increasing amount of federal funds will be made available for the assistance of this particular program.

Heretofore, the provinces have reported only sufficient expenditures to earn the amount of the annual federal allotment for such purpose and the Training Branch has had no information regarding the number of other students who have received bursaries from the provinces which might have been shareable under the provisions of the agreement. This year, Quebec reported all bursaries of this nature which represented a total expenditure of $480,000 distributed among 2,024 university students and 598 nurses in training. The federal grant or refund on this expenditure was $117,753 or less than one-quarter of the total. One-half of each bursary in the province of Quebec is granted as a loan repayable to the provincial government so that the federal government refunded to the province almost one-half of its expenditures on outright grants to students.

The figures in Table 5 of Appendix 5 indicate for all provinces, except Quebec, the number of bursaries on which the federal government refunded

one-half of the cost. It is expected that future reports will give complete figures for all bursaries which, if funds were available, would be shareable under the agreement.

APPRENTICESHIP

There has been a substantial increase in the number of apprentices enrolled for class training of various types but the number is still far short of that required to maintain the existing supply of skilled mechanics in those trades for which classes are provided. The figures in Tables 8 and 9 of Appendix 5 represent only indentured apprentices registered under the provisions of the provincial apprenticeship acts. They do not include those apprentices who are being trained in industry by corporations and individual employers. It is estimated that the number of such trainees is at least equal to the number registered under legislation. Reliable figures are not available, principally because of the various interpretations of what constitutes apprenticeship.

It should be noted that the figures for the Province of Quebec are not included in the tables. Quebec has not yet signed the Apprenticeship Agreement, and it is very difficult to obtain figures which would be comparable to those submitted by the other provinces.

CORRESPONDENCE COURSES

A meeting of the Interprovincial Vocational Correspondence Courses Committee was held in Ottawa on May 16, 1952, to discuss developments with respect to courses now under preparation and plans for the setting up of new courses. Under the federal-provincial plan for sharing in the cost of preparing courses, 15 have been completed, 2 are nearing completion, and 26 are in various stages of preparation. Two courses of those originally planned have been dropped.

As a result of this co-operative action, over 100 courses in agriculture, building trades, commercial subjects, drafting, industrial trades, mathematics, electricity and electronics, and other miscellaneous subjects, are now available to students in any part of Canada on the payment of fees of from $5.00 to $40.00 per course. Registration is made with the correspondence division of the Department of Education in the province which prepared the course. Particulars regarding all courses are available from the Department of Education in each province.

All of which is respectfully submitted,

A. W. CRAWFORD,
Director of Training.

APPENDIX 1.—VOCATIONAL TRAINING ADVISORY COUNCIL

Dr. G. Fred McNally, Edmonton, (Chairman).

T. D. Anderson, General Secretary, Canadian Legion, B.E.S.L., Ottawa.

L. S. Beattie, Director of Vocational Education, Department of Education, Toronto.

Mrs. A. Turner Bone, President, National Council of Women, Montreal.

Gordon Burnett, Manager, Bedard-Girard Limited, 230 Nepean St., Ottawa.

G. G. Cushing, Secretary-Treasurer, Trades and Labour Congress, Ottawa.

N. S. Dowd, Executive Secretary, Canadian Congress of Labour, Ottawa.

Dr. F. T. Fairey, Deputy Minister of Education, Victoria.

E. K. Ford, Director of Vocational Education, Department of Education, Halifax.

Dr. G. A. Frecker, Deputy Minister, Department of Education, St. John's, Nfld.

J. W. McNutt, Director of Vocational Education, Department of Education, Fredericton.

G. Poisson, Deputy Minister, Department of Social Welfare and Youth, Quebec.

T. H. Robinson, Manager, Industrial Relations Department, Canadian International Paper Co., Montreal.

W. A. Ross, Regional Director, Department of Education, Regina.

W. H. C. Seeley, Personnel Manager, Toronto Transportation Commission, Toronto.

Miss Yolande Valois, Vice-President, Canadian and Catholic Confederation of Labour, Sorel.

W. Elliott Wilson, Deputy Minister, Department of Labour, Winnipeg.

APPENDIX 2.—APPRENTICESHIP TRAINING ADVISORY COMMITTEE

Percy Bengough, President, Trades and Labour Congress, Ottawa, (Chairman).

R. E. Anderson, Chief Administrative Officer, Department of Labour, Halifax.

J. C. Campbell, Assistant to the General Works Manager, Canadian Acme Screw and Gear Ltd., Toronto.

Howard Conquergood, Director of Education and Welfare for Canadian Congress of Labour, Toronto.

E. V. Gage, A. F. Byers Construction Co., Ltd., Montreal.

A. E. Hemming, Trades and Labour Congress, Ottawa.

J. B. Metzler, Deputy Minister of Labour, Toronto.

J. H. Ross, Supervisor of Trade Training, Department of Labour, Ottawa.

G. Rousseau, Technical Advisor, Apprenticeship Services, Department of Labour, Montreal.

L. J. Sparrow, Supervisor of Apprentices, Canadian General Electric Co., Peterborough.

W. Elliott Wilson, Deputy Minister of Labour, Winnipeg.

APPENDIX 3.—REGIONAL DIRECTORS, CANADIAN VOCATIONAL TRAINING

P.E.I.—Dr. L. W. Shaw, Department of Education, Charlottetown.

N.S.—R. H. MacCuish, Department of Labour, Halifax.

N.B.—J. W. McNutt, Department of Education, Fredericton.

ONT.—A. M. Moon, Department of Education, Parliament Buildings, Toronto.

SASK.—W. A. Ross, Department of Education, Regina.

ALTA.—R. E. Byron, Department of Education, Edmonton.

APPENDIX 4.—ORDERS IN COUNCIL

LP/3

PRIVY COUNCIL CANADA
P.C. 1953-9/376

Certified to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on the 19th March 1953.

B.M.
T.B. 443851

LABOUR

The Board had under consideration the following memorandum from the Honourable the Minister of Labour:

'The undersigned has the honour to report that by Order in Council P.C. 338 of January 25, 1950, as amended by Order in Council P.C. 2923 of June 15, 1951, the Minister of Labour was authorized to enter into a vocational training agreement with any province to run for a period of three years from April 1, 1950, including provision for financial contribution by the Government of Canada for vocational training to be carried on in accordance with schedules approved by the Minister of Labour covering any or all of the following types of training:

Division A—Training of Veterans

Division B—Training of Unemployed Workers

Division C—Youth Training and Student Aid

Division D—Training of Foremen and Supervisors

Division E—Training of Service Tradesmen and Civilian Workers; and

That the Minister of Labour entered into an agreement for vocational training with every province pursuant to the said authority, for a period ending on March 31, 1953; and

That it is considered advisable that the term of each of the said agreements be extended to run for a further period of three years from April 1, 1953; and

That it is also considered advisable to clarify the intent of paragraphs *(b)* and *(c)* of clause 7 of Appendix "Y" to the agreement with each province covering the percentage of Federal contribution to the cost of machinery or equipment necessarily purchased or repaired for the purpose of carrying out training pursuant to the agreement.

Now, therefore, the undersigned has the honour to recommend that your Excellency in Council, under the authority of The Vocational Training Co-ordination Act, 1942, and Vote 197 of the Appropriation Act, No. 4, 1952, be pleased to make the following order:

1. The Minister of Labour is authorized by agreement with the province to extend the term of the vocational training agreement entered into with any province pursuant to P.C. 338 of January 25, 1950, as amended by P.C. 2923 of June 15, 1951, for a further period of three years running from April 1, 1953, with authority to make such minor changes in the agreement the term of which is so extended, as the Minister and the province may agree, effective on or after April 1, 1953, subject to the provisions of The Vocational Training Co-ordination Act, 1942, and Vote 197 of the Appropriation Act, No. 4, 1952, and including the substitution of the following in place of paragraphs *(b)* and *(c)* of clause 7 of Appendix "Y" to the said agreement:

7 *(b)* (i) Notwithstanding the percentage stated in the opening paragraph of this appendix, the cost of machinery or equipment necessarily purchased for the purpose of carrying out training pursuant to this agreement may be shared equally by the Federal and Provincial Governments subject to prior approval by the Federal Director of Training. Any machinery or equipment so purchased must remain available for the purposes of any training under the Vocational Training Agreement wherever required in the province, but when no longer required for such purpose it will become the sole property of the authority which pays the other half of the purchase cost.

(ii) Where machinery or equipment needed for training under Divisions "A" and "E" is of such a nature that the province is not willing to share in the purchase as set forth in 7 *(b)* (i) above, cost of such equipment may be paid solely by the Federal Government, provided:—

(1) Prior approval to purchase has been obtained from the Federal Director of Training;

(2) Equipment so purchased shall be used solely for training under Divisions "A" or "E";

(3) All items so purchased shall remain the sole property of the Government of Canada and must be plainly marked as such.

7 *(c)* The cost of repairing or replacing breakages of machinery and equipment used for any training given under this agreement.

2. From such sums as may be appropriated yearly to the Department of Labour by Parliament for contribution to the provinces for vocational training, the Minister of Labour may allocate funds for contribution to the provinces for the purposes of any agreement whose term is extended pursuant to this order, for any or all of the divisions of training provided for in the agreement, and may make such adjustments in the allotments for contribution to any province for vocational training as aforesaid as may be deemed necessary to him from time to time.'

The Board considered the above report and were prepared to concur in its recommendations provided that the Vocational Agreements, as amended, be extended for one year from April 1, 1953, rather than for three years. Subject to this qualification the Board submit this report and recommendation for favourable consideration.

(Sgd.) J. W. PICKERSGILL,

Clerk of the Privy Council.

BR/4

PRIVY COUNCIL CANADA

P.C. 8/2206

Certified to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on the 12th April, 1952.

E.E.C.
T.B. 425680

LABOUR

The Board had under consideration the following memorandum from the Honourable the Minister of Labour:

"The undersigned has the honour to report that under the authority of Order in Council P.C. 1648 of March 8, 1945, the Minister of Labour entered into an agreement with each of the provinces of Manitoba and Saskatchewan whereby inter alia the federal government agreed to contribute under conditions therein set forth to capital expenditures made by the province between April 1, 1945 and March 31, 1948, for buildings, alterations and additions to buildings, and for equipment to provide additional vocational training facilities in the province, subject to the condition that not less than twenty-five per cent of the combined amount of the federal and provincial contribution for said purposes be used for expenditures for vocational training equipment; and

That under the authority of Order in Council P.C. 76/666 of February 20, 1948, the period of contribution by the federal government to expenditures made by the province in respect of any such project approved prior to March 31, 1948, was extended to March 31, 1952; and

That the government of the Province of Saskatchewan has represented that a number of projects approved prior to March 31, 1948, for federal contribution as aforesaid, in respect of which construction has been initiated and is under way, will not be fully completed by March 31, 1952, owing to delays arising out of shortages of materials and labour, and has requested that the time for contribution by the federal government to provincial expenditures on said projects be extended to March 31, 1953, and that the amount of the unexpended federal contribution allocated for the purchase of equipment be made available for contribution to the expenditures incurred in the completion of the said approved building projects; and

That the Government of the Province of Manitoba has represented that a project approved prior to March 31, 1948, for federal government contribution as aforesaid in respect of which construction has been initiated and is under way will not be fully completed by March 31, 1952, owing to difficulties in respect of materials and labour, and has requested that the time for contribution by the federal government to provincial expenditures on said project be extended to March 31, 1953:

Now, therefore, the undersigned has the honour to recommend that Your Excellency in Council, under the authority of the Vocational Training Co-ordination Act, 1942, be pleased to authorize the Minister of Labour to agree to the amendment of the said Vocational Schools' Assistance

Agreement entered into with the Province of Saskatchewan and the Vocational Schools' Assistance Agreement entered into with the Province of Manitoba, under the authority of Order in Council P.C. 1648 of March 8, 1945, as amended, by fixing in the case of each agreement the date of March 31, 1953, as the date prior to which provincial expenditures shall have been made for any building or equipment project approved by the Minister of Labour for federal contribution under the authority of paragraph *(c)* of Clause 3 of the said agreement, and to provide that the amount of the unexpended federal contribution allocated for the purchase of equipment under the agreement may be made available for contribution to expenditures made prior to March 31, 1953, on the said approved vocational building projects."

The Board concur in the above report and recommendation and submit the same for favourable consideration.

(Sgd.) N. A. ROBERTSON,
Clerk of the Privy Council.

PRIVY COUNCIL CANADA

P.C. 37/2561

Certified to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on the 1st May, 1952.

BA
T.B. 426977

LABOUR

The Board had under consideration a memorandum from the Honourable the Minister of Labour reporting that:

"The undersigned has the honour to report that it is proposed to hold a National Conference on Apprenticeship in Trades and Industry at Ottawa, Ontario, from Monday, May 19th to the 21st inclusive, to find ways and means of promoting a greater number of apprentices in trades and industry to fill future needs for skilled workers; and

THAT it is proposed to invite to the Conference delegates from each of the provincial governments who have entered into agreements with the Federal Government to undertake apprenticeship training under The Vocational Training Co-ordination Act, 1942, and to reimburse the provincial delegates for travelling expenses from their provincial headquarters to Ottawa, living expenses while in Ottawa to be borne by the provincial government in accordance with the provisions of T.B. 393622 of November 20, 1950; and

THAT in addition to the provincial delegates the Department proposes to seek representation from the following non-governmental associations and companies:

(a) A total of eight delegates to be named by the provinces representing the Provincial Apprenticeship Boards and Apprenticeship Committees.

(b) Six employer representatives from the Canadian Manufacturers Association.

(c) Three employer representatives from the Canadian Construction Association.

(d) Three representatives from each of the Trades and Labour Congress of Canada, the Canadian Congress of Labour and the Canadian and Catholic Confederation of Labour, as employee representatives.

(e) Three training officers from named industrial plants.

The undersigned, therefore, recommends that transportation and living expenses from their place of residence and return and living expenses during the Conference for the non-governmental associations and companies referred to in the preceding paragraph be paid from Federal funds and charged to Vote 196, Administration—Vocational Training Co-ordination."

The Board concur in the above report and recommendation and submit the same for favourable consideration.

(Sgd.) N.A. ROBERTSON,
Clerk of the Privy Council.

APPENDIX V.—STATISTICAL TABLES

TABLE 1.—TRAINING OF UNEMPLOYED—ALLOTMENTS AND PAYMENTS—FISCAL YEAR ENDED MARCH 31, 1953

Province	Federal Allotment	Claims Paid Up to April 30, 1953		
		For Previous Years	For 1952-53	Total Payments
	$ cts.	$ cts.	$ cts.	$ cts.
Newfoundland	3,625 00	.....	.....	.....
Nova Scotia	85,000 00	2,169 41	58,303 67	60,473 08
New Brunswick	36,700 00	.....	34,941 17	34,941 17
Quebec	15,000 00	2,400 75	11,540 23	13,940 98
Ontario	34,000 00	.....	17,841 19	17,841 19
Manitoba	25,000 00	.....	16,228 41	16,228 41
Saskatchewan	31,000 00	154 06	25,768 86	25,922 92
Alberta	60,000 00	485 75	50,393 42	50,879 17
British Columbia	15,000 00	2,546 14	4,981 80	7,527 94
Total	305,325 00	7,756 11	219,998 75	227,754 86

TABLE 2.—TRAINING OF UNEMPLOYED—FISCAL YEAR ENDED MARCH 31, 1953

Province	Under Training March 31, 1952	New Enrolments	Completions	Withdrawals	Under Training March 31, 1953	Days' Training
Nova Scotia—						
Men	43	84	71	12	44	10,490
Women	34	80	61	5	48	10,822
New Brunswick—						
Men	29	54	28	21	34	5,403
Women	51	108	85	24	50	13,146
Quebec—						
Men	94	146	66	88	86	12,090
Women	4	.....	4	.....	.....	176
Ontario—						
Men	.....	65	19	2	44	3,295
Women	.....	44	14	.....	30	485
Manitoba—						
Men	45	119	41	41	82	7,779
Women	37	78	34	37	44	6,924
Saskatchewan—						
Men	2	12	4	4	6	711
Women	48	92	68	35	37	10,407
Alberta—						
Men	5	23	11	9	8	708
Women	165	270	211	66	158	44,835
British Columbia—						
Men	14	18	19	5	8	1,307
Women	12	29	24	7	10	1,919
Totals—						
Men	232	521	259	182	312	41,783
Women	351	701	501	174	377	88,714
Grand Total	583	1,222	760	356	689	130,497

All 109 trainees in Ontario handicapped (days' training not available for 71)

TABLE 3.—YOUTH TRAINING INCLUDING STUDENT AID—ALLOTMENTS AND PAYMENTS FISCAL YEAR ENDED MARCH 31, 1953

Province	Federal Allotment	Claims Paid up to April 30, 1953		
		For Previous Years	For 1952-53	Total Payments
	$ cts.	$ cts.	$ cts.	$ cts.
Newfoundland	11,375 00	2,294 76	11,375 00	13,669 76
Prince Edward Island	7,300 00	3,060 25	5,650 00	8,710 25
Nova Scotia	30,447 00	219 55	23,890 53	24,110 08
New Brunswick	40,225 00	.....	39,925 00	39,925 00
Quebec	177,753 00	32,087 86	150,833 41	182,921 27
Ontario	100,000 00	.....	100,000 00	100,000 00
Manitoba	20,000 00	.....	12,074 30	12,074 30
Saskatchewan	45,000 00	150 38	43,618 39	43,768 77
Alberta	40,000 00	1,280 68	28,292 25	29,572 93
British Columbia	52,500 00	.....	50,677 20	50,677 20
Total	524,600 00	39,093 48	466,336 08	505,429 56

TABLE 4.—YOUTH TRAINING ENROLMENTS—FISCAL YEAR ENDED MARCH 31, 1953

Province	Enrolled in Courses				Total Enrolments	Days' Training in Courses
	Rural		Urban			
	Men	Women	Men	Women		
Prince Edward Island	30	10	.....	.....	40	574
Nova Scotia	268	2	.....	.....	270	7,607
New Brunswick	237	108	.....	.....	345	21,079
Quebec	551	1,039	.....	.....	1,590	53,706
Manitoba	277	32	.....	.....	309	4,749
Saskatchewan	420	191	.....	.....	611	11,355
Alberta	287	.....	.....	76	363	11,194
British Columbia	36	20	83	30	169	11,342
Total	2,106	1,402	83	106	3,697	121,606

TABLE 5.—STUDENT AID—1952–53

	Medicine and Vet. Medicine	Dentistry	Applied Science, Engineering and Science	Arts and Science	Arts	Law	Education, Teacher Trg. English	Home Economics	Agriculture	Commerce, Business Education, Business Admin.	Pharmacy	Forestry	Miscellaneous	University Students		Nurses in Training	Total
														Men	Women		
Nfld.	.....	.....	.....	.....	.....	.....	51	.....	.....	.....	.....	.....	.....	46	5	.....	51
P.E.I.	29	2	12	.....	3	1	2	.....	2	2	1	1	3	55	3	.....	58
N.S.	15	.....	22	.....	12	9	.....	2	2	3	2	.....	2	62	7	.....	69
N.B.	37	4	31	.....	11	4	2	.....	.....	5	2	1	6	103	.....	.....	103
Que.	671	44	526	.....	24	168	10	30	91	211	107	.....	142	1,948	76	598	2,622
Ont.	150	15	178	166	245	4	.....	9	28	.....	7	4	41	678	169	.....	847
Man.	3	2	19	4	7	1	3	1	4	5	1	.....	1	48	3	17	68
Sask.	57	6	37	.....	20	8	19	3	5	6	10	.....	6	144	33	26	203
Alta.	16	8	16	.....	10	9	21	1	3	3	3	.....	5	86	9	35	130
B.C.	78	8	75	.....	205	14	32	7	12	15	9	11	24	391	99	22	512
Total	1,056	89	916	170	537	218	140	53	147	250	142	17	230	3,561	404	698	4,663

TABLE 6.—TRAINING FOR THE ARMED FORCES—FISCAL YEAR ENDED MARCH 31, 1953

Province	Federal Allotments	Payments to April 30, 1953	Under Training March 31, 1952	Enrolled April 1, 1952 to March 31, 1953	Days' Training
	$	$ cts.			
New Brunswick Army	16,000	12,585 50	10	67	5,668
Quebec—Army	7,542	6,799 50	.....	47	3,343
Ontario—Air Force	30,000	12,148 82	.....	163	8,721
Manitoba—Army	30,000	11,541 42	21	36	3,480
Alberta—Army	55,000	41,094 32	72	297	18,363
Total	138,542	84,169 56	103	610	39,575

TABLE 7.—TRAINING OF WORKERS FOR DEFENCE INDUSTRIES—FISCAL YEAR ENDED MARCH 31, 1953

Province	Federal Allotments	Payments to April 30, 1953	Enrolled in Courses		Hours	
			Full Time	Part Time	Full Time	Part Time
	$	$ cts.				
Nova Scotia	65,250	46,302 80	176	.....	91,344	.....
New Brunswick	20,231	19,520 97	50	.....	28,537	.....
Quebec	35,000	14,087 18	84	1,046	56,616	37,335
Ontario	75,000	6,855 52	43	224	7,934	3,780
Manitoba	3,750	(No training given)		.....	.....	.....
Alberta	10,000	3,822 60	180	.....	.....	10,459
British Columbia	15,000	11,460 69	21	72	6,333	5,138
Total	224,231	102,049 76	554	1,342	190,764	56,712

TABLE 8.—REGISTRATION OF APPRENTICES AS OF MARCH 31, 1953

—	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Aeronautical Mechanics	39	.....	.....	.....	.....	.....	.....	39
Barbers (1)	.....	.....	14	.....	.....	.....	31	45
Blacksmiths	.....	1	1	7	.....	.....	.....	9
Body and Fender Repair Men	.....	25	.....	44	40	277	.....	386
Boiler Shop Workers	.....	.....	3	.....	.....	.....	27	30
Boat Builders	.....	.....	.....	.....	.....	.....	.....	.....
Bricklayers	15	10	164	38	21	59	16	323
Cabinet Makers	.....	3	4	.....	.....	.....	.....	7
Carpenters	77	29	338	62	103	190	148	947
Coppersmiths	.....	.....	4	.....	.....	.....	.....	4
Draftsmen	.....	4	33	.....	.....	.....	.....	37
Dressmakers	.....	.....	.....	.....	.....	.....	.....	.....
Electrical Construction Workers	69	85	745	133	61	371	173	1,637
Electrical Maintenance Men	28	.....	40	8	.....	.....	.....	76
Glass Workers	.....	.....	.....	.....	.....	.....	5	5
Hairdressers	.....	.....	120	.....	37	.....	18	175
Instrument Makers	1	.....	6	.....	.....	.....	.....	7
Jewellery and Watch Repair Men	.....	.....	.....	.....	.....	.....	11	11
Joiners	.....	.....	.....	.....	.....	.....	.....	.....
Lathers	.....	.....	19	1	.....	.....	.....	20
Linemen	.....	182	.....	.....	.....	.....	.....	182
Machinists	83	16	50	.....	.....	.....	214	363
Masons (2)	.....	.....	15	.....	.....	.....	.....	15
Mechanics—Dental	.....	.....	.....	.....	.....	.....	.....	.....
Millworkers	.....	8	.....	.....	.....	.....	.....	8
Millwrights	1	4	1	.....	.....	.....	.....	6
Motor Vehicle Repair Men	67	115	2,338	256	171	917	286	4,150
Moulders	.....	.....	5	.....	.....	.....	8	13
Office Machine Mechanics	.....	.....	.....	.....	.....	.....	11	11
Painters and Decorators	4	4	47	31	11	46	20	163
Pattern Makers	2	.....	3	.....	.....	.....	9	14
Pipe Fitters	3	.....	2	.....	.....	.....	.....	5
Plasterers (3)	4	.....	82	31	5	92	14	228
Plumbers	61	105	710	62	49	373	96	1,456
Printers	.....	4	2	.....	11	.....	19	36
Radio Operators	.....	.....	.....	.....	.....	36	.....	36
Refrigeration Workers	.....	.....	.....	11	.....	8	.....	19
Sheet Metal Workers	1	20	240	53	58	166	95	633
Ship Fitters and Shipwrights	25	.....	5	.....	.....	.....	44	74
Sign Painters	.....	.....	.....	.....	.....	.....	4	4
Stationary Engineers	.....	33	.....	.....	.....	.....	.....	33
Steamfitters (4)	17	1	223	15	.....	72	.....	328
Steel Fabrication Workers	.....	.....	.....	.....	.....	.....	22	22
Switchboard Operators	.....	28	.....	.....	.....	.....	.....	28
Tailors	.....	.....	.....	.....	.....	.....	.....	.....
Tilesetters (5)	.....	.....	.....	11	.....	.....	.....	11
Welders	.....	.....	7	.....	25	.....	.....	32
Woodworkers	.....	.....	67	13	.....	.....	.....	80
Miscellaneous	.....	.....	26	.....	.....	.....	12	38
Total	497	677	5,314	776	592	2,607	1,283	11,746

[1] Included with Hairdressers in Saskatchewan
[2] " " Bricklayers in Saskatchewan
[3] " " Bricklayers in New Brunswick
[4] " " Plumbers in British Columbia
[5] " " Bricklayers in British Columbia

TABLE 9.—APPRENTICE TRAINING—FISCAL YEAR ENDED MARCH 31, 1953

Province	Federal Allotment	Claims Paid to April 30, 1953		Number of Trades Designated	Class Training					
					Enrolment				Days' Training Full-time Classes	Hours' Training Part-time Classes
		For Previous Years	For 1952-53		Part-Time	Full-Time		Correspondence Courses		
						Pre-Employment	Post-Employment			
	$	$ cts.	$ cts.							
Nova Scotia	39,500	814 13	23,319 09	9	687	.....	52	25	2,545	40,781
New Brunswick	40,000	12,524 05	31,540 08	31	821	70	31	15	4,618	21,345
Ontario	290,000	1,930 15	246,148 38	13	.....	.....	1,985	.....	69,039	.....
Manitoba	62,500	.....	46,337 53	16	.....	114	665	.....	18,294	.....
Saskatchewan	64,000	1,286 84	57,209 53	13	.....	.....	335	.....	13,305	.....
Alberta	317,600	1,777 33	314,300 04	13	.....	.....	2,088	.....	59,607	.....
British Columbia	33,500	16,952 35	20,562 85	22	1,448	.....	11	171	286	66,041
Total	847,100	35,284 85	739,417 50	.....	2,956	184	5,167	211	167,694	128,167

GRAND TOTAL.....$774,702.35

TABLE 10.—ASSISTANCE TO VOCATIONAL SCHOOLS—SPECIAL ALLOTMENT FOR CAPITAL EXPENDITURES

Province	Buildings			Equipment		
	Federal Allotment	Claims Paid in Previous Years	Claims Paid in 1952-53	Federal Allotment	Claims Paid in Previous Years	Claims Paid in 1952-53
	$	$ cts.	$ cts.	$	$ cts.	$ cts.
Newfoundland	219,185	.....	.....	73,065	.....	.....
Prince Edward Island	61,500	61,500 00	.....	20,500	20,499 99	.....
Nova Scotia	378,225	378,222 03	.....	126,075	65,842 73	2,293 83
New Brunswick	324,750	324,750 00	.....	108,250	108,250 00	.....
Quebec	2,354,550	2,354,550 00	.....	784,850	784,850 00	.....
Ontario	2,273,625	1,306,812 28	877,054 59	757,875	154,643 31	199,483 78
Manitoba	492,000	326,960 75	35,901 45	164,000	60,460 56	8,151 48
Saskatchewan	643,650	643,650 00	.....	214,550	203,435 13	11,114 87
Alberta	525,150	525,150 00	.....	175,050	175,050 00	.....
British Columbia	446,550	446,550 00	.....	148,850	148,849 99	.....
Total	7,719,185	6,368,145 06	912,956 04	2,573,065	1,721,881 71	221,043 96

TABLE 11.—ASSISTANCE TO VOCATIONAL SCHOOLS—ANNUAL ALLOTMENTS

Province	Federal* Allotment	Claims Paid in Previous Years	Claims Paid in 1952-53 to April 30, 1953		
			For Previous Years	For 1952-53	Total Payments to April 30, 1953
	$	$ cts.	$ cts.	$ cts.	$ cts.
Newfoundland	66,600	114,935 82	4,547 95	52,188 77	56,736 72
Prince Edward Island	25,500	170,592 33	.....	25,500 00	25,500 00
Nova Scotia	106,000	457,917 28	.....	63,900 59	63,900 59
New Brunswick	89,800	637,799 34	.....	89,800 00	89,800 00
Quebec	638,100	4,159,454 91	75,054 25	°653,835 69	728,889 94
Ontario	597,500	4,123,000 00	.....	597,500 00	597,500 00
Manitoba	116,500	455,019 16	180 07	116,500 00	116,680 07
Saskatchewan	137,500	890,570 86	.....	°152,898 16	152,898 16
Alberta	147,600	951,669 74	.....	147,600 00	147,600 00
British Columbia	140,700	829,828 82	.....	140,700 00	140,700 00
Total	2,065,800	12,790,788 26	79,782 27	2,040,423 21	2,120,205 48

*Includes unmatched grant of $10,000 to each province.

°Claims paid include carry-over from previous year.

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DEPARTMENT OF LABOUR

ANNUAL REPORT
for the fiscal year
ended March 31, 1954

CANADA

DEPARTMENT OF LABOUR

ANNUAL REPORT

for the fiscal year ended March 31

1954

Edmond Cloutier, C.M.G., O.A., D.S.P.
Printer to the Queen's Most Excellent Majesty,
OTTAWA, 1954

To His Excellency, the Right Honourable Vincent Massey, C.H., Governor General and Commander-in-Chief of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour for the fiscal year ended March 31, 1954, all of which is respectfully submitted.

MILTON F. GREGG,
Minister of Labour.

REPORT OF THE DEPUTY MINISTER OF LABOUR FOR THE FISCAL YEAR ENDED MARCH 31, 1954

To The Honourable Milton F. Gregg,
Minister of Labour.

Sir,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ended March 31, 1954.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR H. BROWN,
Deputy Minister of Labour.

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INTRODUCTION

The Department of Labour was established in 1900 under the authority of the Conciliation Act passed in that year, relevant provisions of which now appear in the Department of Labour Act R.S.C. 1952, C. 72.

At its inception, the Department was responsible for aiding in the prevention and settlement of industrial disputes and the carrying out of the Fair Wages Policy adopted by the Government to ensure proper wage rates and hours of work for employees engaged on contracts with the Government of Canada. Another responsibility was the production of statistical and other industrial information. To quote from the Act, the Department was to "collect, digest, and publish, in suitable form, statistical and other information relating to the conditions of labour . . . institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue . . . a publication to be known as the *Labour Gazette* which shall contain information regarding conditions of the labour market and kindred subjects . . .".

Through the years, these basic duties have expanded and others have been added, so that the Department of Labour is now charged with the administration of a considerable body of important social legislation, and its activities in the field of manpower supply and demand have become increasingly important.

During the fiscal year, the Department administered the following statutes: Industrial Relations and Disputes Investigation Act; Conciliation and Labour Act; Fair Wages and Hours of Labour Act; Government Annuities Act; Vocational Training Co-ordination Act, Government Employees Compensation Act; Merchant Seamen Compensation Act; Reinstatement in Civil Employment Act; and Canada Fair Employment Practices Act. The Great Lakes Seamen's Security Regulations were administered during the year by the Department through the National Employment Service of the Unemployment Insurance Commission. The Fair Wages Orders in Council relating to Government contracts for building and construction and for equipment and supplies are enforced by the Department of Labour.

The Canada Fair Employment Practices Act, which went into effect on July 1, 1953, prohibits discrimination in areas of employment under Federal jurisdiction on the ground of race, religion, colour or national origin.

The Unemployment Insurance Act is administered by the Unemployment Insurance Commission which reports to Parliament through the Minister of Labour. The Act provides that the Commission is responsible to the Minister in respect of the administration of the National Employment Service.

The Department is also responsible for the administration of a number of activities dealing with special aspects in the field of labour.

The co-operative arrangements with the provincial governments concerning the farm labour program were continued during the fiscal year.

A co-operative research project between the Department and a number of universities in the field of industrial relations was also continued during the year.

The records of National Registration 1940, preserved by the Department, were transferred to the Bureau of Statistics during the year and were used extensively by the Department of National Health and Welfare as proof of age to enable older people to benefit under old age security and assistance legislation.

At March 31, 1954, there were 667 persons* on the staff of the Department of Labour, including 31 casual and prevailing-rate employees, as compared with 656 persons at March 31, 1953, including 21 casual and prevailing-rate employees.

A financial statement for the Department is given in the Public Accounts of Canada.

Detailed information on the activities of the Department will be found in the chapters which follow.

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* This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined (regular and casual) staffs of which totalled 8,625 at March 31, 1954, as compared with 8,219 at March 31, 1953.

Industrial Relations

Introduction

During the fiscal year under review, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected 184,453 employees. Since that statute went into effect on September 1, 1948, conciliation proceedings under its provisions have affected 557,517 employees.

From the inception of the Act to March 31, 1954, the Minister of Labour has appointed Conciliation Officers to deal with 244 disputes. In the same period he has established Conciliation Boards to investigate and report upon 100 disputes, which were not settled by Conciliation Officers or otherwise, including seven disputes which were referred directly to Boards without preliminary mediation on the part of Conciliation Officers. Of the 249* disputes referred either to Conciliation Officers or to Conciliation Boards, 128 were adjusted by Conciliation Officers and 74 were settled by Conciliation Boards, while nine lapsed and 16 remained pending on March 31, 1954. There were 22 disputes not settled, but in only ten of these cases did the conciliation proceedings fail to avert work stoppages.

The Minister and officers of the Department of Labour made their services available during the fiscal year in a number of industrial disputes, as indicated in the statistical table. Some of these disputes involved large numbers of workers; others involved relatively few. In the main, the disputes which made the most strenuous demands upon the conciliation service of the Department were disputes affecting deepsea shipping, Great Lakes shipping, and railway service.

A deepsea shipping dispute affecting some 1,100 unlicensed personnel of the Shipping Federation of Canada, representing 17 east coast Canadian shipowners of Canadian registered deepsea dry cargo freight vessels was dealt with during the fiscal year. The employees were represented by the Seafarers' International Union of North America, Canadian District.

The main issues in dispute were demands of the employees for an across-the-board increase of $50 per month and the 8-hour day, 40-hour week, while at sea. An attempt to mediate the dispute was made by a senior officer of the Department, without success. Subsequently, the Minister established a Board of Conciliation to deal with the dispute, and majority and minority reports were submitted on August 17. The Minister was informed that the union rejected the Board report and would conduct a strike vote.

The Shipping Federation informed the Minister that it was ready to accept the majority report of the Board. The employees voted to strike and strike action was set for noon, September 28. Following receipt of this notice

* This number of disputes has been adjusted from 251 to 249 to allow for cases treated as single disputes when dealt with by Conciliation Officers, which were later treated as multiple disputes and referred to more than one Conciliation Board.

the Minister appointed an Industrial Relations Officer to assist in further discussions. His attempts failed and the strike commenced as scheduled. On October 24, a settlement was reached at a meeting presided over by an officer of the Department of Labour, and the employees returned to work. The terms of agreement included $6 a month increase for unlicensed personnel. The 40-hour week was granted to deck and engine room hands on day work and the 48-hour week to stewards and seamen standing watch at sea. Previous work hours were 56 per week.

One Great Lakes Shipping dispute, which was dealt with during the fiscal year, affected almost 4,000 unlicensed personnel of Canada Steamship Lines Limited, Colonial Steamships Limited, N. M. Paterson & Sons Limited and Upper Lakes and St. Lawrence Transportation Company Limited. The employees were represented by the Seafarers' International Union of North America, Canadian District.

The main issues in dispute were demands of the employees for a wage increase of $50 per month, the 40-hour week and certain changes in working conditions. A Conciliation Officer was appointed to mediate the dispute but he was not able to effect a settlement. The Minister established two Boards of Conciliation and majority and minority reports were submitted on August 22. The companies accepted the majority reports. The union rejected the reports and notified the Minister that they would conduct a strike vote. The strike date was scheduled for noon, September 21.

On September 15 the Minister appointed an Industrial Inquiry Commissioner who reported on September 21 that an agreement had been signed by the parties embodying the 40-hour work week in principle and the establishment of a welfare plan.

Another Great Lakes Shipping dispute, which was dealt with during the fiscal year, affected some 252 engineer officers employed by the Canada Steamship Lines Limited, Colonial Steamships Limited, N. M. Paterson & Sons Limited, and Upper Lakes and St. Lawrence Transportation Company Limited. The employees were represented by the National Association of Marine Engineers of Canada, Inc. The main issues in dispute were demands of the employees for an average wage increase of $75 a month and the 40-hour week at Sea and in Port.

A settlement was reached by the Conciliation Officer following the settlement of the dispute between the same companies and the Seafarers' International Union. The settlement embodied an average increase of $53 a month, and the 40-hour work week in port.

The railway dispute of the greatest magnitude, which was dealt with during the fiscal year, affected some 145,000 non-operating employees of the Canadian National Railways, the Canadian Pacific Railway Company, the Toronto Hamilton and Buffalo Railway and the Ontario Northland Railway. The employees were represented by sixteen associated railway labour organizations. The main issues in dispute were demands of the employees for eight statutory holidays with pay; revision of annual vacations-with-pay rules; 18 days sick leave; pay for a minimum of eight hours at one and one-half times the applic-

able straight time hourly rate of pay for work on Sunday where the day is not a rest day; pay for a minimum of eight hours at double the applicable straight time hourly rate of pay for work on Sunday where the day is a rest day. An attempt to mediate the dispute was made by two senior officers of the Department without success. Subsequently, the Minister established a Board of Conciliation to deal with the dispute. The Board was still functioning at the end of the fiscal year.

Another important railway dispute was one which involved the Railway Association of Canada, representing seven railway companies and the Brotherhood of Maintenance of Way employees acting on behalf of extra gang labourers ranging in number from about 5,000 to 9,000 depending on the season. The only issue in dispute was a demand for an average increase of 28½ cents per hour. A Conciliation Officer was appointed to deal with the dispute, but he was not successful and the Minister appointed a Board of Conciliation. The Board was still functioning at the end of the fiscal year.

There were no proceedings under the Conciliation and Labour Act during the fiscal year, its operations having been carried out, where necessary, under the Industrial Relations and Disputes Investigation Act.

The Industrial Relations and Disputes Investigation Act*

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948, and thus the year under review was the fifth in which the provisions of the Act were in full force and effect over the period of a complete fiscal year.

The Act in its legislative principles combines the long-tested cooling-off, investigation and conciliation features of the Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proven their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council, P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and for employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiations of collective agreements and conciliation in connection therewith.

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* For a review of the provisions of the Act, its application to industries within federal jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette*, November 1948, pp. 1255-61, and also the *Annual Report of the Department of Labour* for the fiscal year ended March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in the form of a Bill.

5. Prohibition of strikes and lockouts, taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative Board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

10. The appointment of Industrial Inquiry Commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the federal legislation in the application thereof to any industry.

The Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlements of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative Labour Relations Board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of Conciliation Officers, Conciliation Boards, Industrial Inquiry Commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the chapter entitled *"Canada Labour Relations Board"*.

Regulations under the Act

The Industrial Relations and Disputes Investigation Regulations, made pursuant to Section 67 of the Act and given effect through Order in Council

P.C. 4682 of October 22, 1948, prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of Conciliation Officers and Conciliation Boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

For the complete text of the Regulations under the Act, see *The Labour Gazette,* January 1949, pp. 55-7.

Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act

Sections 16 and 17 of the Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a Conciliation Officer to confer with the parties and attempt to effect an agreement. If a Conciliation Officer reports failure to bring about the settlement of a dispute, the Minister may appoint a Board of Conciliation and Investigation. The Act also provides that the Minister may appoint a Conciliation Board without prior reference to a Conciliation Officer, but the normal practice is the appointment of a Conciliation Officer in the first instance.

When a Conciliation Board is appointed, each party to the dispute is invited to nominate one person for appointment to the Board. The two members so appointed are then requested to recommend a third person for appointment as Chairman. If they fail to agree, the Minister selects the Chairman.

The first duty of a Board of Conciliation and Investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year, the Minister appointed 58 Conciliation Officers under Section 16 of the Industrial Relations and Disputes Investigation Act, and in eight other cases Conciliation Officers appointed before April 1, 1953, continued to function. In 36 of these 66 cases, settlements of the disputes were effected by the Conciliation Officers; in 18 cases, the Conciliation Officers were not able to settle the disputes and recommended the appointment of Boards of Conciliation and Investigation. One dispute lapsed. In the remaining 11 cases, the Conciliation Officers were still functioning at the end of the fiscal year.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF CASES, FOR THE FISCAL YEAR AND FROM INCEPTION OF THE ACT

—	April 1, 1953 to March 31, 1954		September 1, 1948 to March 31, 1954	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by Conciliation Officers at beginning of period...	8	3,869	.....	.....
Disputes referred to Conciliation Officers	58	177,397	244	525,877
Total.....	66	181,266	244	525,877
Disputes settled by Conciliation Officers	36	5,764	128	38,870
Disputes not settled by Conciliation Officers.....	18	163,323	99	473,481
Disputes which lapsed; no further action required.....	1	26	6	1,373
Disputes being dealt with by Conciliation Officers at end of period.....	11	12,153	11	12,153
Total.....	66	181,266	244	525,877
Disputes being dealt with by Conciliation Boards at beginning of period...	8	3,055	.....	.....
Disputes in which parties were considering Conciliation Board recommendations at beginning of period...	4	132	.....	.....
Disputes referred to Conciliation Board	18	163,323	100*(a)*	500,520*(a)*
Total.....	30	166,510	100	500,520
Disputes settled by Conciliation Boards	23	9,028	74	207,241
Disputes not settled by Conciliation Boards.....	2	1,564	18	137,121
Disputes which lapsed; no further Board action required.....	.....	.....	3	240
Disputes in which parties were considering Conciliation Board recommendations at end of period.....	0	0	0	0
Disputes being dealt with by Conciliation Boards at end of period.....	5	155,918	5	155,918
Totals.....	30	166,510	100*(a)*	500,520*(a)*

(a) Includes 7 disputes affecting 31,640 employees not previously referred to Conciliation Officers.

In the same period, the Minister appointed Boards of Conciliation and Investigation under Section 17 of the Act to deal with 18 disputes. Reports were also received from eight Boards established during the previous fiscal year, and files were closed in four other disputes in which the parties were on

March 31, 1953, still giving consideration to the recommendations contained in the reports of Boards. In respect of the 30 disputes dealt with by Conciliation Boards, settlements on the basis of Boards' reports were secured in 23 disputes by the end of the fiscal year; two disputes were not settled, and five disputes submitted to Boards were still pending at the end of the fiscal year. Legal strikes occurred in the two disputes which were not settled by Conciliation Boards.

Other Proceedings before the Minister of Labour under the Industrial Relations and Disputes Investigation Act

Complaints to the Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received no complaints under Section 43 of the Industrial Relations and Disputes Investigation Act during the period from April 1, 1953, to March 31, 1954, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1954, the Minister of Labour received a total of six such complaints under Section 43 of the Act. One complaint was withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for result, see chapter on *"Canada Labour Relations Board"*).

Applications to the Minister of Labour for Consent to Prosecute

The Minister received one application for consent to prosecute under Section 46 of the Act during the period April 1, 1953, to March 31, 1954. It was referred to a Conciliation Officer and settled.

During the period from September 1, 1948, to March 31, 1954, the Minister received a total of thirteen such applications for consent to prosecute. Six applications were granted, two refused, two referred to Industrial Inquiry Commissions and settled, one was referred to a Conciliation Officer and settled, one was withdrawn and one lapsed.

Complaints to the Minister of Labour of Violation of Provisions of the Industrial Relations and Disputes Investigation Act

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the compaint investigated by a Conciliation Officer or by an Industrial Inquiry Commission.

One complaint under Section 44 was made to the Minister of Labour during the period from April 1, 1953, to March 31, 1954. It was pending at the end of the fiscal year.

During the period from September 1, 1948, to March 31, 1954, a total of six complaints under Section 44 were made to the Minister. In one case the Minister appointed an Industrial Inquiry Commission under Section 56 of the Act to investigate the complaint and it was subsequently dismissed. One complaint was settled by the appointment of a Conciliation Officer, one complaint was withdrawn, two lapsed, and one was still receiving consideration at the end of the fiscal year.

Industrial Inquiry Commissions under the Industrial Relations and Disputes Investigation Act

Under Section 56 of the Act the Minister of Labour is empowered to appoint an Industrial Inquiry Commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a Commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the fiscal year, one Industrial Inquiry Commission was appointed. In all, since the inception of the Act, nine such appointments have been made.

Fair Wages Policy

The Fair Wages Policy of the Federal Government was originally adopted as a Resolution of the House of Commons in 1900, and later expressed in an Act of Parliament and in a series of Orders in Council which were consolidated by Order in Council of November 3, 1949 (P.C. 5547).

The statute referred to was the "Fair Wages and Hours of Labour Act". This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week.

By Order in Council P.C. 6801, dated November 23, 1940, regulations were adopted under the Fair Wages and Hours of Labour Act, making the Deputy Minister of Labour responsible for the investigation of claims for the payment of wages at the rates specified in fair wages schedules, and established a procedure for the settlement of such claims.

On September 24, 1952, Order in Council P.C. 5547 was amended by Order in Council P.C. 4138 to provide that all types of contracts to which the former Order is applicable, entered into on or after January 1, 1953, should contain a clause prohibiting discrimination against any employee because of race, national origin, colour or religion, or because the employee has made a complaint or given information with respect to such discrimination (*The Labour Gazette,* December, 1952, p. 1611). These non-discrimination provisions now form a part of the labour conditions included in each contract.

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appears on pp. 26-28 of the *Annual Report of the Department of Labour* for the fiscal year ended March 31, 1950.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

During the fiscal year ended March 31, 1954, the Department of Labour issued 1,585 Schedules of fair wages and conditions of employment as compared with 1,600 during the fiscal year 1952-53, and 1,765 during the fiscal year 1951-52.

The total value of contracts reported to the Department as having been awarded during the last fiscal year was $144,540,084.34 as compared with $200,846,142.38 for the fiscal year 1952-53. During 1953-54 the sum of $7,902.38 was collected and was distributed to 293 workers. During the fiscal years 1952-53 and 1951-52 such collections totalled $19,198.61 and $8,449.18 respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the manufacture of supplies and equipment include the standard Labour Conditions of the Department of Labour as a provision of the contract. During the fiscal year under review, 2,430 contracts were awarded, with a value of $22,804,433.82. During the same period 28 statutory declarations listing the classifications of workers employed on such contracts, their wage rates and hours of work were submitted to the Department for review.

All complaints with respect to failure of contractors to observe provisions of the labour conditions of contracts were investigated. During the year a policy of regular inspections was established and fair wage officers made 638 inspections of various contracts. These inspections include wages, hours, classifications and non-discrimination in hiring.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules; and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

T.B. 458000 of November 27, 1953, effective January 1, 1954, amended the Prevailing Rate Employees General Regulations (previously P.C. 6190) and established, among other things, the method of determining the rate of pay of these exempt employees. The rate of normal pay and the rate and conditions of extra pay for these employees in each unit in the public service is fixed by Treasury Board after consultation with the Department of Labour.

There are in the Government service in Canada about 38,000 of these employees exempt from the operation of the Civil Service Act, and they are employed in public buildings, parks, forests, on canals, special projects and government vessels.

During the fiscal year 1953-54 the number of wage rate recommendations made for the establishment of rates of pay for prevailing rate employees of the Government was 6,128. Approximately 400 different occupational classifications were represented in the recommendations made.

The corresponding figures for the fiscal year 1952-53 were 6,654 recommendations involving about 400 occupational classifications.

During the fiscal year 1953-54, there were 352 surveys conducted by field officers of the Department to obtain information as to the wage rates paid by private employers in the many areas across Canada where prevailing rate employees of the Government were also employed. In determining the appropriate rates for these employees, the wage returns collected by the Economics and Research Branch, the rates established by collective agreements and the wage rates specified in some provinces by legislation were also examined.

Labour-Management Co-operation Service

The Labour-Management Co-operation Service was authorized May 15, 1947, to succeed the Industrial Production Co-operation Board, whose work it continues. An advisory committee, including representatives of employers' organizations and trade unions, advises the Minister of Labour on matters pertaining to the Service. The present committee was appointed under Order in Council P.C. 2527, dated May 30, 1951.

During the fiscal year the growth in the number of labour-management production committees continued. At April 1, 1953, the total number of committees was 919. At March 31, 1954, this figure had risen to 995.

At December 31, 1953, a total of 326,455 Canadian workers was represented on the established committees. In manufacturing industries, 176,581 employees were represented on 512 committees; in transportation, 66,442 workers on 184 committees, in mining, 22,086 workers on 23 committees; in service industries, 23,868 workers on 85 committees; in communications, 28,940 workers on 131 committees. Retail and wholesale trade, construction and finance accounted for 44 committees covering 8,538 employees.

As an integral part of its program to promote labour-management production committees the Service distributes publicity material designed to aid in the formation of new committees, and to assist established committees to function more effectively. Additional material in both English and French was published during the year. The following titles were distributed: *Joint Consultation in The E. B. Eddy Company*—A research study on the LMPC at The E. B. Eddy plant, Hull, Que.; *The Duties of an LMPC Chairman* (Reprint); *Our LMPC Needs Ideas* (Reprint); *Meters, Motors and Men* (Reprint) —A study on the LMPC at Sangamo Company, Limited, Leaside, Ontario; *Co-operation Works Here* (Reprint)—A study of the LMPC at Burns and

Company, Limited, Winnipeg, Man.; *What Management Men Say About LMPCs*—A series of pamphlets reproducing the opinions of management representatives about their labour-management production committees; *Working Together* (Reprint).

A new series of twelve two-colour posters dealing with safety, waste, absenteeism, and other matters discussed by LMPCs was issued. Each poster has an accompanying pay envelope stuffer amplifying the poster message. During the fiscal year requests for 20,845 posters and 204,675 pay envelope stuffers were received from established committees.

In addition to the above, the regular monthly bulletin of the Service, *Teamwork in Industry,* was distributed at the average monthly rate of 13,000 in English, and 2,850 in French. *Teamwork in Industry* contains reports on the activities of outstanding LMPCs, as well as general articles of interest to LMPCs.

A new film, *"A Question of Teamwork",* was completed in both French and English versions and is now in circulation. During the year a television broadcast of this film and commentary was arranged and presented in co-operation with the Canadian Broadcasting Corporation.

A monthly article on the highlights of LMPC activity was printed in *The Labour Gazette.*

Field representatives of the Service continued to promote the formation of labour-management production committees. For this purpose, branch offices are located at Amherst, Montreal, Toronto, Hamilton, Windsor, Winnipeg and Vancouver. During the fiscal year the fieldmen made 2,468 visits to established committees to render whatever assistance was necessary to make them function more effectively. Included in this total are calls made on management and union representatives to discuss the operation of committees.

The activities most frequently reported by established committees were: improved production efficiency, improved quality, reduction of waste, measures to promote better understanding between management and labour, accident prevention, good housekeeping, reduction of absenteeism.

The Canada Fair Employment Practices Act

The Canada Fair Employment Practices Act came into effect on July 1, 1953. It applies to employers and trade unions whose operations fall within federal jurisdiction and is designed to prevent and eliminate discrimination in employment based on race, colour, religion or national origin.

As Bill No. 100, the new legislation was introduced in the House of Commons on January 13, 1953, by the Minister of Labour. On April 13, it was given second reading and referred to the Standing Committee on Industrial Relations, which later reported it back with amendments. On May 4, the Bill was read the third time and passed, and on May 14, having been passed by the Senate, it received the Royal assent.

Under the Act, no employer may discriminate against any person in regard to employment because of his race, colour, religion or national origin, and no trade union may exclude anyone from membership or discriminate against anyone in regard to membership or employment on these grounds. The Act prohibits the use of advertisements, application forms or other inquiries in connection with employment which express, directly or indirectly any limitation, specification or preference as to race, colour, religion or national origin. The use of employment agencies which practise discrimination is also forbidden.

When the Act came into effect, steps were immediately taken to make its provisions known to the public and, particularly, to the employers and trade unions directly affected. Copies of the Act, explanatory letters and descriptive pamphlets were sent out in large numbers and display boards were prepared and shown at a number of conventions, including those in September of the three major labour Congresses. Employers were subsequently provided with copies of a memorandum containing rules of guidance on the status under the Act of different types of employment inquiries.

In the administration of the Act from July 1, 1953, to March 31, 1954, no serious problem of enforcement was encountered. Three complaints of alleged violations of the Act were received; all three were quickly settled either by correspondence or direct investigation and conciliation.

Great Lakes Seamen's Security Regulations

The Great Lakes Seamen's Security Regulations became effective on March 22, 1951, pursuant to the provisions of Order in Council P.C. 1439, which was passed under the Emergency Powers Act. Amendments to the Regulations have been made from time to time, based upon the results of experience in their administration and upon representations received in the course of consultation with representatives of the shipping industry and of trade unions. The current Order in Council embodying the Regulations is P.C. 2306 of May 2, 1952.*

Briefly, the purpose served by the Regulations is to ensure, by means of a screening process, that only persons who are trustworthy as regards national security are permitted to sail on vessels plying the vital waterways of the Great Lakes area and the Upper St. Lawrence River. The area affected includes Lakes Ontario, Erie, Huron (including Georgian Bay), Michigan and Superior, and their connecting waters, and includes the St. Lawrence River as far east as the lower exit of the Lachine Canal and the Victoria Bridge at Montreal.

The Regulations were adopted in the light of the existing international situation and they parallel and complement the security screening provisions applicable to seamen employed on U.S. vessels operating in these waters.

The Regulations are administered by the Department of Labour through the National Employment Service of the Unemployment Insurance Commission.

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* The Regulations, as embodied in P.C. 2306, lost their effect when the Emergency Powers Act lapsed on May 31, 1954. They were re-established in essentially similar form for a period of three years on June 10, 1954, under authority conferred by Parliament through the amendment of the Navigable Waters Act.

Canada Labour Relations Board

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board in the course of its functions mentioned above has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union, and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent Chairman. There is also a Vice-Chairman who acts as Chairman, in the absence of the latter. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

During the year, Mr. C. Rhodes Smith, Q.C., Ottawa, was appointed Chairman of the Board. Mr. Smith succeeded Honourable Mr. Justice G. B. O'Connor, Edmonton, who had been Chairman of the Board and of its predecessor the Wartime Labour Relations Board (National) since March 16, 1944.

Also during the year, Mr. Bernard Wilson, formerly Secretary of the Board, was appointed Chief Executive Officer to succeed Mr. M. M. Maclean. Mr. Wilson was succeeded as Secretary by Mr. J. Lorne MacDougall. Mr. Maclean and Mr. Wilson had served, respectively, as Chief Executive Officer and Secretary of the Board and of the Wartime Board since 1944.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act and given effect through Orders in Council P.C. 4682 of October 22, 1948, P.C. 1547 of March 28, 1950, and P.C. 2007 of April 23, 1952, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board and which

are mentioned above in the first paragraph of this chapter. In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

For the text of the Rules of Procedure, and reports on amendments to the Rules, see *The Labour Gazette,* January, 1949, pp. 57-60; May, 1950, pp. 673-4; and July, 1952, p. 946.

Hearings of the Board

During the fiscal year, April 1, 1953 to March 31, 1954, the Canada Labour Relations Board held 16 meetings, usually holding one or two-day sessions each month. In addition to other activities, statistics of which are given below, 15 hearings were held either at the wish of the parties concerned or by direction of the Board. Sixteen employers and 30 trade unions were represented before the Board.

About one-third of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings under the Industrial Relations and Disputes Investigation Act

During the fiscal year ended March 31, 1954, the Canada Labour Relations Board received 61 applications for the certification of bargaining agents which directly affected 7,474* workers. The Board disposed of another 11 applications for certification which were under investigation at the close of the previous fiscal year. Of these 72 applications, which directly affected 9,085* workers, 41 had been granted, 11 rejected and eight withdrawn. At the end of the fiscal year, the remaining 12 were still under investigation. During the fiscal year the Board ordered 16 representation votes.

From September 1, 1948, the date on which The Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1954, the Board disposed of a total of 457 applications for certification directly affecting some 84,537 workers, 283 applications being granted, 105 rejected and 69 withdrawn. Since September 1, 1948, the Board has ordered 87 representation votes.

Complaints of Failure to Bargain Collectively Referred to the Canada Labour Relations Board

During the fiscal year ended March 31, 1954, no complaints made under Section 43 of The Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

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* Preliminary estimate, subject to revision.

From September 1, 1948, to March 31, 1954, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Canada Labour Relations Board for Revocation of Certification

Section 11 of The Industrial Relations and Disputes Investigation Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

The Board received no applications for revocation during the fiscal year under review. In all, since the inception of the Act, 15 applications for revocation have been received, eight being refused, six granted, and one withdrawn.

Applications to Canada Labour Relations Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. The Board received no such applications during the fiscal year under review. In all, since the inception of the Act, three applications have been received, one being granted and two rejected.

Canadian Government Annuities

The Government Annuities Act (Chapter 132 of the Revised Statutes of Canada, 1952) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age".

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in forty-four communities across Canada. Full information is available to the public through these sources or from the nearest Accounting Post Office.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have made extensive use of Government Annuities for pensions for their employees and members. Under the first retirement annuity agreements, employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become more than half of the total.

Financial Statement—From September 1, 1908, the date of inception of the Annuities Branch, up to and inclusive of March 31, 1954, the total number of new individual contracts and certificates issued was 368,690. Table 1(A) shows the number of individual contracts and certificates issued and net receipts by five-year periods, and Table 1(B) gives this information by fiscal

years, from 1946 to 1954, inclusive, the number for the fiscal year under review being 18,466. Of these, 5,305 were contracts with individual annuitants and 13,161 were certificates issued under all group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1953-54 under new group contracts. There was a total of 949 group contracts, under which, at the date under review, 147,523 active registrations were in effect (as compared with 137,537 for the previous year). In addition 14,583 employers or members had been retired with vested annuities, 4,797 had died before retirement, and 50,942 had withdrawn following change of employment. Among the contracts issued during the year were 924 immediate annuity contracts with an average amount of annuity of $480.

The total net receipts since September 1, 1908, were $837,667,308.37, net receipts for the year being $64,380,327.47. These sums represent total receipts less premiums refunded without interest.

The balance at credit of the annuities fund as of March 31, 1954, is shown in Table 2 to be $798,454,014. This includes the sum of $98,911.57 transferred to maintain the reserve.

On March 31, 1954 (Table 3), annuity payment was being made under 64,405 contracts and certificates and was deferred under the remaining 261,277. The total amount of annuity payable under vested contracts was $30,281,536, an average of $470 per contract. The value of all outstanding liabilities was $798,454,014, of which $322,132,944 was the value of vested annuities, $476,044,701 the value of deferred annuities, and $125,501 the reserve held for payment of death benefits by instalments, the remainder being advance premiums.

Analysis of Vested Annuities — Tables 4(A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1954 under the first five classes in Table 3 (existing single lives without and with guaranteed period). The number of contracts analysed was 56,737—an increase of 2,873 or 5·3 per cent over the number for the previous year. From Table 4(A), which shows the distribution of contracts by amount of annuity, it may be seen that 66·7 per cent of the annuities were for amounts under $600, 20·7 per cent for $600 but less than $1,200 and 12·6 per cent for $1,200 or over. (Some of the latter will reduce to less than $1,200 when the annuitants attain age seventy). In Table 4(B) the classification is by sex and age of annuitant and shows the largest age group to be 60-69 for each sex. The arithmetic average of attained ages under these vested contracts was 68·5 years, an increase of 0·2 years over the previous year.

Under vested annuity contracts involving single lives, 2,108 deaths were reported during the year, the average age at death being 75·1 years.

Up to March 31, 1954, fourteen annuitants — seven males and seven females — had attained the age of one hundred years, four of whom were still living.

Group Annuity Contracts — The new form of contract for pension plans, approved by Order in Council P.C. 12/424, dated March 25th, 1953, came into use on April 1st, 1953. It has been well received by employers.

Annuities Reducing by $480 at Age Seventy — To fit in with Old Age Security payments, immediate annuities reducing by $480 at age of seventy were offered for sale commencing in July, 1953. At the same time the option of the actuarial equivalent reducing annuity began to be offered under maturing deferred annuities. The plan has been well received. After nine months' operation, 473 reducing annuities are being paid. About one in nine eligible annuitants takes the option.

Temporary Annuities — Commencing in July 1953, where the amount of annuity at maturity is small, the annuitant is offered the option of the actuarial equivalent temporary annuity, not exceeding forty dollars a month, to age seventy, to improve his income until he receives Old Age Security payments. This option has resulted in an increase in temporary annuities from nine a year ago to 96 at March 31, 1954.

Regulations—P.C. 1953-585 dated April 17, 1954, provides additional regulations to make contracts more flexible with respect to changing circumstances. Authority is provided, for example, as follows:

1. To change a deferred last survivor annuity to a single life annuity.
2. To clarify the situation with respect to altering and amending contracts.
3. To permit the purchaser of an annuity to vest the control thereof in the annuitant.
4. To permit additional optional forms of annuity at the maturity date of deferred annuities.
5. To insure continuity of contract under pension plans where an employer changes his corporate name or sells his business, without the necessity of special legislation in each individual case.

TABLES 1(A) and (B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS TO MARCH 31, 1954, AND BY FISCAL YEARS 1946-54 INCLUSIVE

TABLE 1(A)			TABLE 1(B)		
Five-Year Period from April 1 to March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		$ cts.			$ cts.
1908[1]-1913...	3,106	1,737,059 70	1946*.....	25,538	46,954,535 93
1913-1918....	1,379	1,912,412 51	1947*.....	43,585	72,009,764 42
1918-1923....	1,162	3,039,186 26	1948*.....	40,945	75,067,827 28
1923-1928....	3,289	10,742,535 37	1949*.....	36,332	64,311,115 91
1928-1933....	7,458	18,782,856 83	1950*.....	21,078	63,133,241 57
1933-1938....	26,229	78,895,127 50	1951*.....	21,775	59,648,322 61
1938-1943....	47,727	97,040,507 50	1952*.....	17,038	57,548,671 33
1943-1948....	145,218	253,708,661 36	1953*.....	18,433†	62,787,282 45
1948-1953....	114,656†	307,428,633 87	1954.....	18,466†	64,380,327 47
Totals, Omitting Years Marked * included in Table 1 (A).....				368,690†	837,667,308 37

[1]From September 1, 1908.

TABLE 1(C).—NUMBER OF INDIVIDUAL CONTRACTS ISSUED AND NUMBER OF CERTIFICATES ISSUED UNDER GROUP CONTRACTS DURING EACH OF THE FISCAL YEARS 1945-46 TO 1953-54

FISCAL YEAR	Individual Contracts Issued	Group Certificates Issued	Total
1945-46.....	8,183	17,355	25,538
1946-47.....	13,174	30,411	43,585
1947-48.....	14,237	26,708	40,945
1948-49.....	6,464	29,869	36,332
1949-50.....	5,389	15,689	21,078
1950-51.....	6,747	15,028	21,775
1951-52.....	4,903	12,135	17,038
1952-53†.....	4,799	13,634	18,433
1953-54†.....	5,305	13,161	18,466

NOTE: †The figures in Table 1 do not include 12,422 contracts and certificates issued to previous purchasers of 3% contracts who applied for new contracts or certificates at the new 3½% rates and discontinued paying premiums on their old contracts or certificates.

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR ENDING MARCH 31, 1954

FUND—	
Fund, April 1, 1953	$736,540,927 00
Receipts, 1953-54, less disbursements	61,814,175 43
Transfer to maintain reserve	98,911 57
Fund, March 31, 1954	798,454,014 00
LIABILITIES—	
Valuation of annuities outstanding (See attached table)	798,454,014 00
RECEIPTS—	
Immediate annuities	5,620,131 55
Deferred annuities	59,580,358 05
Interest to March 31, 1954	29,306,356 00
Total	94,506,845 60
DISBURSEMENTS—	
Vested annuities	29,255,633 92
Commuted values	493,524 89
Premiums returned with interest (including instalment death benefits)	2,123,349 23
Premiums returned without interest	820,162 13
Total	32,692,670 17
Receipts less disbursements 1953-54	61,814,175 43
Total	94,506,845 60

DISTRIBUTION OF FUND BY INTEREST RATE APPLICABLE

Interest Rate	*Fund at 31/3/54*
4%	$678,875,990 00
3%	82,038,768 00
3½%	37,539,256 00
Total	798,454,014 00

TABLE 3.—VALUATION, MARCH 31, 1954, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT IN FORCE AT THAT TIME

Classification	Number	Amount of Annuity	Present Value of Annuities in Force
		$	$
Vested:			
Males, Ordinary Annuities	11,015	4,706,421	38,593,433
Females, Ordinary Annuities	15,985	5,827,108	57,792,695
Males, Guaranteed Annuities	15,914	8,766,125	96,002,851
Females, Guaranteed Annuities	13,350	6,816,523	90,746,751
Reducing at Age 70	473	436,762	3,923,440
Last Survivor Ordinary	3,407	1,554,561	20,163,013
Last Survivor Guaranteed	947	556,658	7,909,787
Annuities Certain (after death)	3,218	1,595,085	6,885,439
Temporary Annuities	96	22,293	115,535
Total Vested	64,405	30,281,536	322,132,944
Deferred Contracts and Certificates	261,277	.....	476,044,701
Death Benefits by Instalments	.....	.....	125,501
Advance Premiums	.....	.....	150,868
Totals	325,682	.....	798,454,014

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1954

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	23,663	41.7	41.7
$300 and less than $600	14,187	25.0	66.7
$600 and less than $900	9,129	16.1	82.8
$900 and less than $1200	2,636	4.6	87.4
Exactly $1200	6,841	12.1	99.5
Over $1200	281	.5	100.0
Totals	56,737	100.0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	314	1·1	589	2·0	903	1·6	1·6
40–49	597	2·2	961	3·3	1,558	2·7	4·3
50–59	2,227	8·2	3,549	12·0	5,776	10·2	14·5
60–69	10,910	40·1	10,601	35·9	21,511	37·9	52·4
70–79	10,843	39·8	9,811	33·2	20,654	36·4	88·8
80–89	2,170	8·0	3,657	12·4	5,827	10·3	99·1
90 and over	162	·6	346	1·2	508	·9	100·0
Totals	27,223	100·0	29,514	100·0	56,737	100·0	

Special Services

The Special Services Branch handles special projects which develop from time to time and which do not properly fall within the purview of other branches of the Department. The main functions of the Branch during the fiscal year 1953-54 were:

(*a*) Administration of the Federal-Provincial Farm Labour Program.

(*b*) Organizing movements of workers between Canada and the United States.

(*c*) The occupational selection overseas of immigrants who came forward in group movements and the reception and distribution of such immigrants on arrival in Canada, including necessary welfare assistance and hospitalization during their first year in Canada. This work was carried out in co-operation with the Department of Citizenship and Immigration and the National Employment Service.

(*d*) Liaison with associations and employers in the forest industries in regard to their manpower problems.

Federal-Provincial Farm Labour Program

To assist the provinces in carrying out their farm labour programs, agreements covering operations for the fiscal year 1953-54 were entered into with each of the provinces except Newfoundland. Under these agreements, the federal government and the provinces shared expenses incurred in organizing the more efficient use of manpower engaged in agriculture and in recruiting, transporting and placing workers on farms and in related industries. The amounts allocated to the provinces under these agreements were as follows:

Prince Edward Island	$ 8,000
Nova Scotia	12,000
New Brunswick	11,000
Quebec	30,000
Ontario	100,000
Manitoba	20,000
Saskatchewan	45,000
Alberta	60,000
British Columbia	30,000

As in previous years, it was necessary to move large numbers of workers within the provinces to meet seasonal requirements. These seasonal requirements included workers for small fruit picking, truck gardening and canning crops, sugar beet growing, tobacco harvesting, tree fruit harvesting, potato picking and hay and grain harvesting.

When the demand for farm workers could not be met within a province, arrangements were made to move workers between provinces. Details concerning the organized interprovincial movements are set out in the following table:

TABLE 1.—INTERPROVINCIAL FARM LABOUR MOVEMENTS DURING THE FISCAL YEAR ENDED MARCH 31, 1954

Type of Movement	From	To	Number of Workers
Fruit Picking	Saskatchewan, Alberta	British Columbia	130
Hay Harvesting	Prairies	Ontario	196
Hay Harvesting	Maritimes	Ontario	475
Grain Harvesting	Ontario, Quebec	Prairies	1,700
Hay Making and Grain Harvesting	Nova Scotia	Prince Edward Island	6
Fruit Picking (Students)	Quebec	Ontario	20
Potato Picking	Nova Scotia, New Brunswick	Prince Edward Island	375

Immigration, as in recent years, was again during 1953-54 an important factor in meeting farm labour requirements. During the calendar year 1953, more than 17,000 immigrants of working age classified as agricultural workers, were admitted to Canada. Included in this number was a group of 2,383 workers who were selected by representatives of the Department of Labour in Germany and sent forward in groups during the spring and summer of 1953 for placement on farms in the provinces of Prince Edward Island, Nova Scotia, New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan and Alberta. These workers were granted assisted passage loans by the Department of Citizenship and Immigration, which was given a joint guarantee against losses by the Department of Labour and the provinces concerned, under the terms of the Federal-Provincial Farm Labour Agreements. Placement of these workers on farms was carried out under the supervision of the Federal-Provincial Farm Labour Committees in the provinces.

Through organized movements of farm workers within Canada and the entry of immigrant farm workers, the requirements of agriculture were met and there were no crop losses resulting from labour shortages reported during the year.

Each year officials concerned in the administration of the Federal-Provincial farm labour program meet at Ottawa to review the year's operations, and to make plans for meeting labour requirements in agriculture and related industries during the coming year. The Eleventh Federal-Provincial Farm Labour Conference was held in Ottawa, November 25-26, 1953, and was attended by representatives from all provinces except Newfoundland, Head Office and regional

officials of the National Employment Service, officials of the Federal Departments of Citizenship and Immigration, Agriculture, and Labour. Representatives of the Canadian Federation of Agriculture, the United States Employment Service, and several of the Embassies in Ottawa also attended.

Organized Movements of Workers between Canada and the United States

The shortage of woods labour in the northern New England states and the availability of skilled woods workers in the border areas of Quebec and New Brunswick led to an arrangement during the war years whereby Canadian woods workers could be recruited by approved American employers under a quota arrangement. This arrangement has been carried on in the post-war years, changes considered necessary in the agreement being worked out between the Department of Labour of Canada and the United States Department of Labor. The present quota stands at 9,900. Applications for Canadian woods workers are made by American operators to the United States Immigration Department and certified to by the United States Department of Labor. Allocations are then made in accordance with the agreement.

The numbers of Canadian workers employed under the agreement in recent years were as follows:

TABLE 2.—NUMBERS OF CANADIAN WOOD WORKERS EMPLOYED IN THE UNITED STATES AT FOUR SPECIFIED DATES DURING THE YEARS 1947 TO 1953 INCLUSIVE

—	March 1	June 1	September 1	December 1
1947	6,800	4,700	5,750	7,750
1948	5,300	5,700	5,300	5,800
1949	4,050	2,400	2,150	1,900
1950	1,800	2,400	2,950	5,500
1951	5,848	4,570	6,324	7,495
1952	5,825	4,950	4,750	4,525
1953	4,100	3,670	3,848	4,875

There is a very high rate of turnover on these woods operations in the United States and men are crossing the border almost continuously to take jobs. Therefore, the figures shown in Table 2 do not represent the total number of men who have been employed.

For many years there have been seasonal movements of various classes of agricultural workers to and from the United States, such as potato pickers from Quebec and New Brunswick, who assist in the harvesting of potatoes in the State of Maine and the movement of tobacco curers from the United States, who help get the crop off in Quebec and Ontario. In recent years these movements have all been placed on an organized basis through agreement with the United States authorities. Particulars of such organized movements between the United States and Canada during the fiscal year are shown in Table 3.

TABLE 3.—MOVEMENTS OF FARM LABOUR AND EQUIPMENT BETWEEN CANADA AND THE UNITED STATES DURING THE FISCAL YEAR ENDED MARCH 31, 1954

Type of Movement	From	To	Number of Workers
1. Potato Pickers	Quebec, New Brunswick	Maine	5,200
2. Potato Pickers	Quebec	New York State	87
3. Maple Sugar Harvesters	Quebec	New England States	400
4. Bean Harvesters	New Brunswick	Maine	1,241
5. Tobacco Workers	Southern States	Ontario, Quebec	1,660
6. Apple Pickers	Quebec	New York State	95
7. Sugar Beet Workers	Saskatchewan	Montana	60
8. Harvesting Outfits	Mid-Western States	Prairie Provinces	Combines 451

Selection, Reception and Placement of Immigrant Workers Who Come Forward in Group Movements

During the fiscal year ended March 31, 1954, a total of 9,952 immigrants came to Canada in organized group movements. Comprising this group were 5,003 persons for farm work, 3,543 persons for domestic service, 1,142 men for railway track maintenance work and 264 general labourers.

Since the International Refugee Organization ceased operations on December 31, 1951, payment of ocean transportation for group movements has either been by way of assisted passage loans granted by the Department of Citizenship and Immigration or has been provided by the immigrants themselves. The Department of Labour has continued to assume the cost of inland transportation for domestics and farm workers who come forward in group movements and who are placed in employment by the National Employment Service and the Federal-Provincial Farm Labour Committees, provided they remain in the employment to which they are assigned for one year. This applies regardless of the country of origin.

Workers who come forward in group movements sign an undertaking to the Minister of Labour agreeing to accept the employment for which they were selected, or such other employment as may be arranged for them by an authorized representative of the Minister, for a period of at least twelve months. Employers making application for the services of workers who come forward in group movements are also required to sign an undertaking to provide employment for at least 12 months at wages and other working conditions not less favourable to the worker than those which apply to similar classifications of employment in the district.

Many classes of workers who come forward in group movements such as woods workers, miners, and in many instances farm workers, are sent directly to their destinations from the port of entry. There are, however, classes of workers who come forward in group movements for whom specific placements are not arranged until after the workers are in Canada. Falling in this category are female domestic workers, couples for domestic employment, nurses and nurses' aides, and some farm workers. On arrival, such workers are sent to a hostel operated by the Department of Labour for the reception of newly-arrived immigrants. During the fiscal year 1953, the Department of Labour maintained two hostels, one located at St. Paul l'Ermite, near Montreal and one at Ajax, near Toronto. Each provided accommodation for from 500 to 600 persons. On June 30, 1953, the Department of Labour hostel at Ajax was closed and hostel facilities were concentrated at St. Paul l'Ermite. The normal length of stay of newly-arrived immigrants in the hostel is from 24 to 48 hours but on occasion it is necessary, for various reasons, for immigrants to remain for somewhat longer periods.

Since the first group movement of Polish veterans in 1946 to March 31, 1954, a total of 87,892 immigrants have come to Canada in group movements and have been placed in employment through the National Employment Service and the Department of Labour. Farm workers constitute the largest single group brought forward during that period, there having been more than 31,000 workers. The next largest single group was made up of domestic workers, including both single girls and married couples, there having been more than 19,000 of these.

Table 4 which follows shows the number of workers in the various occupational classifications who came forward in group movements for each of the fiscal years from 1946 to that ended March 31, 1954.

Very soon after the group movements began it was found that some of these immigrants required hospital and medical care within a short time after their arrival in Canada. In most cases the immigrants were unable to pay the expenses of hospital and medical care required and provincial and municipal authorities were reluctant to accept responsibility for payment of such expenses as the immigrants lacked residence qualifications. To meet this problem, the Department of Labour was given authority for the payment of hospital and medical expenses incurred by certain indigent immigrants who, at the time the expenses were incurred, had been in Canada less than six months.

The Minister of Labour was also given authority to enter into agreements with the provinces to provide for the sharing of hospital and medical expenses incurred by certain indigent immigrants during the one year period following their entry into Canada and, in 1948, agreements of this type were completed with Prince Edward Island, Manitoba, Saskatchewan and British Columbia. Similar agreements were entered into with Quebec and Ontario but the agreements with these provinces provided for the payment of hospital expenses only and no provision was made for the handling of the costs of medical care.

The agreements with Prince Edward Island and Quebec are still in effect but during 1952 and 1953 new agreements on a broader basis were completed with Newfoundland, Nova Scotia, Ontario, Manitoba, Saskatchewan, Alberta

TABLE 4.—WORKERS BROUGHT TO CANADA IN GROUP MOVEMENTS BY FISCAL YEARS

Classification	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	Total
Woodsworkers	.....	3,472	1	10	887	2,639	.....	.....	7,009
General Labourers	.....	.....	1,106	13	1,636	3,969	161	264	7,149
Miners	.....	1,003	1,964	957	649	1,606	.....	.....	6,179
Farm Workers									
Single Male	2,876	1,651	2,828	1,602	1,272	3,519	2,268	2,448	18,464
Farm Couples	.....	.....	356	690	290	534	80	478	2,428
Farm Families	.....	.....	5	118	86	196	48	166	619
Sugar Beet Workers	.....	.....	.....	233	245	26	.....	.....	504
Sugar Beet Families	.....	.....	772	1,138	704	1,185	1,073	1,506	6,378
Special Church Groups	.....	.....	.....	340	532	969	832	405	3,078
Construction									
Hydro	.....	251	1,797	452	.....	.....	.....	.....	2,500
Track Maintenance	.....	390	1,741	251	298	890	925	1,142	5,637
Other	.....	.....	248	13	.....	.....	.....	.....	261
Manufacturing									
Metal	.....	207	159	10	.....	.....	.....	.....	376
Textile and Apparel	.....	867	2,065	432	38	256	.....	.....	3,658
Boot and Shoe	.....	.....	98	10	14	11	.....	.....	133
Other	.....	.....	67	74	.....	.....	.....	.....	141
Services									
Domestics	.....	1,721	6,073	1,307	625	1,337	1,802	3,318	16,183
Domestic Couples	.....	82	418	700	476	862	14	224	2,776
Widows with Children	.....	.....	94	104	24	43	.....	1	266
Restaurant Workers	.....	.....	.....	13	21	11	.....	.....	45
Nurses	.....	.....	45	21	3	8	.....	.....	77
Miscellaneous	.....	.....	789	1,779	637	826	.....	.....	4,031
Totals	2,876	9,644	20,626	10,267	8,437	18,887	7,203	9,952	87,892

and British Columbia. These agreements were entered into on behalf of the Government of Canada by the Minister of Citizenship and Immigration and are administered by the Department of Labour.

The new agreements provide for hospital care for all indigent immigrants during their first year in Canada and some provide also for welfare assistance and medical care.

As stated earlier in this report, immigrants who come to Canada as workers in group movements sign an undertaking to the Minister of Labour agreeing to remain in the employment to which they are assigned for a period of one year. Workers who fulfil this undertaking are provided with a card bearing a facsimile of the signature of the Minister and Deputy Minister of Labour, certifying that they have discharged their obligation.

Woods Labour

In view of the importance of forestry as a basic primary industry and its close association with agriculture in regard to manpower, the Special Services Branch maintains close liaison with associations and employers in the forest industries, with particular reference to their manpower problems.

To provide an adequate supply of workers for the forest industry, it has been necessary at various times since 1945 to carry out special campaigns in co-operation with the industry to encourage workers to take employment in the woods during the winter cutting season, and to bring forward immigrant workers selected in Europe for woods work.

Employment in the industry during the 1953 season was somewhat below 1952 levels and the demand for woods labour during the year was met with little difficulty, no special measures being necessary.

Economics and Research Branch

The Economics and Research Branch serves as the central federal agency for economic analyses and research in the field of labour. The Branch carries out analytical and research projects on labour matters, including wages, hours, working conditions, union organization, collective bargaining, manpower utilization, employment and unemployment, productivity, occupational and other special studies.

The basic data for these studies are obtained from regular and special surveys of employers and unions and from other statistical and research agencies within the government and outside. Some of the survey and analytical work is carried on in close co-operation with other government agencies including the Dominion Bureau of Statistics, the Department of Defence Production and the Unemployment Insurance Commission.

The results of the analysis of the survey data and of the research studies of the Branch are made available to labour and management, to the United Nations and the International Labour Office, to other government agencies, and to interested individuals through *The Labour Gazette* and through various regular and special reports issued by the Branch.

During the year the Branch continued to prepare the section of *The Labour Gazette* called *The Current Manpower and Labour Relations Review*. This special section is inserted in *The Labour Gazette* just as it goes to press, thus making possible the issuance to the public of an up-to-date analysis of the labour market and labour-management situation in Canada.

The research program on industrial arbitration, begun in co-operation with Canadian universities in 1951, was continued and expanded during 1952 and in the fiscal year under review to include other techniques of settling industrial disputes. The general direction of this program is exercised by a committee consisting of representatives from the universities of Toronto, McGill and Laval, and the federal Department of Labour. Under the program the Department makes grants to universities to assist in research projects approved by the Committee. These projects are carried out by senior post-graduate students or by faculty members of Canadian universities.

During the year grants were made for the following studies: Dalhousie University, *An Analysis of the Settlement of Industrial Disputes in the Major Industries of Nova Scotia;* Laval University, *An Analysis of the Settlement of Labour Disputes in the Shoe Industry of Quebec;* McGill University, *Patterns of Accommodation in the Quebec Men's Garment Industry* and *The Relations Between Municipalities and Employee Organizations in Canada;* University of British Columbia, *Settlement of Building Trades Disputes in British Columbia* and *An Analysis of the Use of the Labour Injunction.*

The studies undertaken in the years 1951 and 1952 included: McGill University, *The Settlement of Industrial Disputes: The Alberta Coal Industry—A Case Study;* University of Toronto, *Canadian Conciliation and Arbitration*

Legislation; Queen's University, *Procedures Followed in the Arbitration of Union-Management Disputes in the Manufacturing Industries of Ontario;* McGill University, *The Settlement of Industrial Disputes in the Quebec Textiles Industry*; University of British Columbia, *Disputes Settlement in the British Columbia Logging and Pulp and Paper Industries;* Laval University, *Compulsory Arbitration under the Public Service Employees Disputes Act of Quebec;* University of Toronto, *Portrayal and Assessment of Labour Legislation from the Introduction of P.C. 1003 to the Present.*

Wage Rates—At the beginning of October each year, the Branch sends out its regular questionnaire on wage rates and hours of labour to some 16,000 employers in all parts of the country. These employers, in most cases, are sent schedules of selected occupations with job descriptions and are asked to report only those workers whose duties conform with those set out in the schedules. This is done regularly in order to standardize the returns from the employers.

The results of the 1952 survey were made available in the *Annual Report on Wage Rates, Salaries and Hours of Labour in Canada, October 1952*. This report contains wage rate information by occupation, industry and locality, and average standard hours of work per week in each industry as well as index numbers of wage rates.

At intervals during the year, articles on wage rates were published in *The Labour Gazette*. These studies, based largely on survey information, included *Wage Rates and Hours of Work in the Meat Products Industry* and *Preliminary Index of Wage Rates for 1952,* April 1953 issue; *Wage Rates and Hours of Labour in the Pulp and Paper Industry,* May 1953 issue; and *Amount of Change in Wage Rates Between October 1952 and October 1953,* November 1953 issue.

The regular sample survey of wage changes was made in the spring in order to assess the trend taking place in wage rates between October 1 and April 1. The results of this 1953 sample survey were issued in a press release on May 1, 1953 and were also published in the May 1953 issue of *The Labour Gazette* under the title *Wage Trends: October 1952 to April 1953.*

One of the main wage projects undertaken in the year was a revision of the index number of wage rates. The index number at present is published on the base of average rates in the period 1935 to 1939 as 100 as well as on the base of rates in 1939 as 100. It is proposed to calculate the revised index on the base of rates in 1949 as 100 using 1951 census data for weighting purposes. Much of the statistical and clerical work required before these changes can be put into effect has been finished.

Hours and Working Conditions—The 1953 annual survey of hours and working conditions was undertaken in April. For these surveys forms requesting information on various conditions of work are sent to employers with 15 or more employees. The form is varied somewhat from year to year depending upon the types of information for which there is current need. The questionnaire for 1953 sought information on standard weekly hours, vacations, statutory holidays, pension plans, sickness and accident benefit plans, sick leave, retirement policy and other items.

In addition to the information on hours of work published with data on wages referred to above a series of articles, based on information from these surveys, was published in *The Labour Gazette* during the fiscal year. These included: *Accident Prevention Facilities in Manufacturing,* April 1953 issue; *Standard Work Week in Canadian Manufacturing Industries, 1952,* June 1953 issue; *Plant Employees' Working Conditions in Canadian Manufacturing Industry, 1949-1953,* October 1953 issue; *Office Employees' Working Conditions in Canadian Manufacturing, 1949-1953,* November 1953 issue; *Working Conditions in Canadian Banks,* January 1954 issue; *Working Conditions at Head Offices of Canadian Life Insurance Companies,* February 1954 issue; *Working Conditions of Sales Staff in Retail Trade,* March 1954 issue.

With the co-operation of the Department of National Revenue and the Annuities Branch, studies on pension plans were undertaken covering such features as funding, types and amounts of contributions, benefit formulae, vesting provisions, and compulsory retirement conditions. The results of the study will be published in a series of articles in *The Labour Gazette.*

During 1953, the Branch continued to work with the various Provincial Workmen's Compensation Boards with a view to securing the adoption of certain standard methods of compiling statistics dealing with industrial accidents, which would make possible interprovincial comparisons as well as the compilation of nation-wide statistics. The Branch also continued to collect information on industrial fatalities. This information was derived from Provincial Workmen's Compensation Board reports, from the Board of Transport Commissioners and from a variety of other sources including reports in the daily press. Statistical information on industrial fatalities was made available during the year through quarterly articles in *The Labour Gazette* and an annual summary published in the June 1953 issue.

Collective Agreements—The Branch maintains a file of collective agreements in Canada so far as they can be obtained. The file at present contains about 6,000. The number of workers under agreement in 1952 reached 1,510,000.

The following articles, based on analytical studies of agreements, were prepared during the fiscal year and appeared in *The Labour Gazette: Guaranteed Wage and Employment Plans in Collective Agreements,* and *Number of Workers Affected by Collective Agreements in Canada,* September 1953 issue; *Wage Rates and Working Conditions in Eight Construction Trades,* January 1954 issue.

As collective agreements were received, statistical information on wage changes was recorded. From this information an article entitled *Wage Changes During 1952 in Collective Agreements* was prepared and it appeared in the April 1953 issue of *The Labour Gazette.* Further information on the trend of wage changes was also published periodically.

Labour Organization in Canada — The forty-third *Annual Report on Labour Organization in Canada,* prepared in 1954, showed that the growth in union membership had continued, reaching 1,267,911 at January 1, 1954.

This report was based on information obtained from a questionnaire that was sent to all known unions and their locals. It presents statistical information and a directory of labour organizations giving membership figures, affiliations, the names and addresses of officials, and the names of official publications.

Strikes and Lockouts—A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* giving particulars as to duration, cause and method of settlement. A review for each calendar year, with statistical analyses, is published as early as possible in the year following.

The data pertain to all work stoppages caused by labour-management disputes without any distinction as to whether they are dealt with under federal or provincial legislation. Information is received from the Unemployment Insurance Commission, the Industrial Relations Branch, the Provincial Departments of Labour, press clippings, etc. In each case, an endeavour is also made to obtain complete details from the parties concerned, that is, from representatives of the workers involved and from the employer.

Employment and Labour Market—During the year 1953-54 the study of current employment conditions and manpower requirements and supplies was continued—a continuous study of unemployment by areas, industries and occupations as well as for Canada as a whole.

The results of these analyses were made available in monthly press releases prepared with the co-operation of the Dominion Bureau of Statistics and the National Employment Service. More detailed information was published each month in *The Labour Gazette*.

During the year, the Branch carried out local labour market surveys in five cities in order to obtain information on the labour market behaviour of workers who lose their jobs, and the varying degree of participation by these workers in the labour force. These surveys were carried out with the co-operation of the Dominion Bureau of Statistics and the National Employment Service.

The quarterly Employment Forecast Survey, initiated in 1946, was continued. This confidential survey, which is found useful in anticipating probable labour and related economic trends, is based on questionnaire returns from approximately 800 establishments, and qualitative information that regional offices of the Unemployment Insurance Commission and Branch fieldmen acquire from interviews with responsible industrial executives. This latter information concerns the outlook for production and employment, the supply of labour and related factors such as available supplies of raw materials, domestic and export market prospects, inventories, plant expansion and the effects of government policies.

In the summer of 1953, the Branch carried out an extensive statistical and critical evaluation of the record of the employment forecast since its inception in 1946. It is expected that several important modifications in the techniques of this survey will result.

As well as the regular reports on the employment situation, a number of articles on employment were prepared for publication in *The Labour Gazette*:

Industrial Expansion 1948-52 in the Transportation Equipment Industry, April 1953 issue; *Effects of Plant Expansion in Ontario, 1948-53,* July 1953 issue; *Effects of Plant Expansion on Employment 1948-53,* October 1953 issue; *Plant Expansion and Employment Opportunities in Manufacturing Industries in Canada,* February 1954 issue.

In addition to general employment and labour market analyses, the Branch continued to study the employment problems of special groups of workers, including women and older people, and carried out research on manpower utilization problems such as productivity, mobility, and seasonality.

An article on *Participation of Women in Canada's Labour Force,* prepared in the Branch, was published in the March 1954 issue of *The Labour Gazette.*

A report on the *Concepts and Problems in the Measurement and Analysis of Productivity* was prepared for the Interdepartmental Committee on Labour Statistics. This technical document analyses the variables responsible for productivity changes and discusses the technical problems involved in calculating and using various means of measuring productivity in the economy.

During the year, the Branch continued its research into seasonal variations in employment in Canadian industries, undertaken on the recommendation of the National Advisory Council on Manpower. The results of a survey of employers in seasonal industries, carried out through the co-operation of the National and Local Employment Committees, which advise the National Employment Service, were in a report entitled *Seasonal Unemployment Survey.* A non-technical report on the survey, called *Seasonal Unemployment in Canada,* was prepared for publication. These reports include information on the measures that industry is taking to overcome the effects of seasonality as well as statistical data on the extent of seasonal employment variations in the industries surveyed.

Several research projects were carried out during the year in the field of manpower supplies and manpower utilization, partly in relation to the defence production effort.

Studies were begun of the past and probable future growth of the Canadian labour force, taking into account the age structure of the Canadian population and its natural increase, immigration and emigration, and trends in the rate of labour force participation by the various age groups of each sex.

Work was continued on the identification of skilled occupations which might be in short supply in future periods of high employment. Related to this work is a survey of training time required in selected occupations, which was begun during the year. Summary tables are being prepared for one hundred or more key industries to show the length of time required to train workers in important occupations to various levels of competence.

Occupational Analysis—The Branch continued to prepare and publish monographs and pamphlets in the "Canadian Occupations" series. The preparation of each monograph involves research into the historical development of the occupation, the nature of the work embraced by the occupation, entrance requirements, training, trends in employment, advantages and disadvantages, and

opportunities. This series of booklets is distributed through a co-operative arrangement with the provinces and is designed to meet the demand for up-to-date information on occupations from teachers, vocational guidance counsellors, employment service officers, directors of personnel and union officials, workers shifting to other occupations and, most of all, from youth faced with the selection of an occupation.

Two new monographs were prepared in 1953, *Railway Careers* and *Hospital Workers (Other than Professional),* and much of the basic research work was completed for monographs on the *Teaching Profession* and *Draughtsman.* Several numbers in the series were revised: *Bricklayers and Stone-Masons, Plasterer, Sheet-Metal Worker* and *Electrician.* A revised edition of *Careers in Natural Science and Engineering* was distributed during the fiscal year.

As a complement to this program, work was begun in 1953, in co-operation with the National Film Board and the Canadian Vocational Training Branch, on a series of film strips: *Plumber, Pipe Fitter and Steam Fitter, The Engineering Profession, Social Worker* and *Technical Occupations in Radio and Electronics.* It is expected that these film strips will be released during 1954.

In its work on occupations, the Branch also extended its work on wage-reporting schedules. These schedules list the principal occupations in each industry and describe each one briefly. The purpose is to help obtain more precise information from employers on occupational wage rates. During the fiscal year over sixty of these schedules were revised.

Work on definitions of civilian equivalents to service trades, in co-operation with the Department of National Defence, was another research project that was continued during the year. The Branch also assisted The Canadian Vocational Training Branch in the revision of the publication *Apprenticeship in Canada.*

During 1953, the Branch made an employee available to the International Labour Organization to carry out occupational analysis work in Brazil and another employee was loaned to the City of Winnipeg for several months to help establish a job analysis and description program for the Winnipeg Wages Survey Board.

Technical Personnel—The Register of architects, scientists and engineers was maintained and further developed. At present records are available for some 69,000 individuals. Questionnaires were distributed to the universities in order to obtain records of prospective 1954 graduates in the technical courses, while records of new Canadians with technical training were secured with the help of the National Employment Service and various professional organizations. During the year liaison was established with the National Science Foundation in the United States for exchange of information on Canadian scientists who are members of United States professional societies and United States scientists resident in Canada.

The main activity of the section during the year has again been to continue the review of earlier records and to bring as many files as possible up to date. The Veterinary Medicine Group was, for the first time since the war, asked to

complete new questionnaires. Although registration is voluntary, co-operation on the part of individuals and employers of scientists and engineers has been good. At the present time 42,350 individual records are up to date.

Particulars given in the questionnaires have been tabulated from punch cards in order to facilitate analysis. These tabulations were used in the preparation of tables and reports for government and public distribution and also for answering frequent queries from government and industry. As the Register is the only one of its kind in Canada, it was widely used.

The Branch published four issues of the *Technical Personnel Bulletin:* Selected Characteristics of the Practicing Electrical and Mechanical Engineers Registered with the Technical Personnel Section up to March 1953, April 1953; An Analysis of Technical Personnel in Canada, the United States and USSR, July 1953; Starting Salaries Paid 1953 Graduates in Certain Courses and Selected Characteristics of Mining and Metallurgical Engineers and Geologists Registered with the Section up to September 1953, October 1953; and Report on Professional Personnel in Agriculture, March 1954. The statistical information in these bulletins, based on analyses of tabulated data from the Register and sample surveys of various groups, helps to provide educational institutions, industry and government groups with current data and labour market trends for technical personnel.

Close contact was maintained with Canadian universities, professional organizations, some large industrial concerns, the National Employment Service, the National Research Council, the Defence Research Board and other government agencies to which the Register has proved of service and from which co-operation is obtained.

Special Projects—The Branch prepared fifteen reports for the International Labour Office. Of these, several were comprehensive in nature including those for the thirteenth issue of the *ILO Year Book of Labour Statistics,* the *Statistical Year Book of the United Nations,* and the *United Nations Demographic Yearbook.* In response to the large number of requests for copies of the report on *Handicrafts and Small Scale Industries in Canada,* it was mimeographed and given a limited circulation to interested groups and individuals.

Research was continued on the role played by post-war immigrants in Canadian economic life and their integration in the Canadian labour force. Two editions of the booklet *Working and Living Conditions in Canada* were published and distributed during the year. As this publication is widely used for reference by officials concerned with immigration, particular attention was given to topics of special interest to prospective Canadians.

During the year, the Branch maintained close contact with developments in the agricultural industry, particularly on farm labour. Growing out of discussions on manpower in agriculture at meetings of the National Advisory Council on Manpower and at annual Federal-Provincial Farm Labour Conferences, the Economics and Research Branch began a series of booklets on farm labour problems. The first of these bulletins, *The Farmer's Son,* was published and distributed and the second, *Farm Safety and Workmen's Compensation,* was prepared and will be distributed in 1954.

The Labour Gazette

The Labour Gazette, authorized by Section 4 of the Department of Labour Act (*R.S., 1952, c. 72*), the same Act that established the Department of Labour, is now in its 54th year of publication. The Act states:

> With a view to the dissemination of accurate statistical and other information relating to the conditions of labour, the Minister shall collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as *The Labour Gazette,* which shall contain information regarding conditions of the labour market and kindred subjects . . .

During the fiscal year *The Labour Gazette* continued to report objectively and factually events and trends in labour and industry and to publish accurate statistical and other information relating to labour conditions. It published records of labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, labour-management co-operation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of disabled persons, industrial health and accidents, Canadian Government Annuities, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the Canada Labour Relations Board. Numerous special articles on the economic and social aspects of labour problems, many of which were prepared by the Economics and Research Branch, also appeared in the various issues.

One special issue was published during the year. The March number was devoted to articles on women in the labour force and contained reports on wage-earning women in Canada, the United States and Great Britain as well as shorter items relating to women workers in this country and elsewhere.

The special feature entitled "Current Manpower and Labour Relations Review", which began with the January 1953 issue, was continued during the year. This up-to-date analysis of employment and industrial relations developments is prepared by the Economics and Research Branch.

In addition, *The Labour Gazette* contained articles on social, industrial and economic conditions in Great Britain, the United States and other countries, especially where these were in some degree analogous to those in Canada.

The proceedings of the International Labour Organization, the International Confederation of Free Trade Unions and the annual conventions of the major labour organizations in Canada, the United States and Great Britain received comprehensive coverage. There were articles on guaranteed wage plans and plant expansion, and extracts from Hansard of interest to labour.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 19,087 (14,918 in English and 4,169 in French). Of this number, the average monthly paid circulation was 11,567 (8,786 in English and 2,781 in French), and the complimentary circulation was 7,521 (6,133 in English and 1,388 in French). The English circulation is 58·8 per cent paid; the French, 66·7 per cent paid.

The Labour Gazette Branch also continued the preparation of a condensation of important press stories and editorials for distribution to officials of the Department, and continued the supervision of the Department's press clipping bureau.

The subscription rate remained at $1.50 per year for Canadian subscribers, with a special rate of fifty cents per year to groups of five or more to accommodate the requirements of trade union locals, students, and companies wishing to subscribe for their staffs, and $3.00 per year outside Canada.

At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at five dollars per volume in Canada and seven dollars in other countries.

Information and Publicity

The Information Branch provides a wide variety of information and publicity services for the various activities of the Department, the Unemployment Insurance Commission and the Canada Labour Relations Board, in line with the policy of the Department to keep the public and the press fully informed on the legislation it administers, as well as on the activities of all federal agencies in the labour field.

The duties of the Branch include press liaison services for the National Advisory Council on Manpower, the National Advisory Committee on the Rehabilitation of the Disabled, the Canadian Vocational Training Advisory Council, the National Apprenticeship Advisory Committee, the Federal-Provincial Farm Labour Conference, and the National Employment Committee.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the year, 147 releases were issued. A one-page weekly bulletin, which summarizes all news releases issued during the week, was prepared and mailed to all weekly newspapers.

A brief semi-monthly digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in bulletin form, was distributed to employers and employer groups, leading trade unions, and others interested in the subjects. The total circulation of the publication in both English and French, which is almost entirely on a request basis, was about 30,000 for each issue. In addition, several thousand extra copies of certain issues were requested by interested groups, and certain issues were used as informational pamphlets for distribution at fairs and exhibitions.

The Branch carried out advertising campaigns on employment opportunities in agriculture and on Canadian government annuities.

In co-operation with the National Co-ordinator of Civilian Rehabilitation, the Branch conducted a publicity campaign designed to widen employment opportunities for the physically handicapped. During the year, a film entitled "Everybody's Handicapped" was produced through the National Film Board, in English and French, with a script prepared by the Information Branch. The film was launched with an intensive promotional campaign, involving screenings arranged by local offices of the Unemployment Insurance Commission for employers, business executives, trade unions, etc., from coast to coast. A manual of background material on the handicapped was drawn up to assist local office staffs in the preparation of talks and publicity in connection with screenings of the film. During the year, the film was awarded Honourable Mention in the Canadian annual National Film Awards, and a Certificate of Merit in the "Golden Reels" competition of the Film Council of America. In a two-month period ending March 31, there had been 674 screenings of the film with a total audience of more than 44,000.

The Branch designed and assisted in the preparation and circulation of departmental exhibits publicizing the services available through the Department and the Unemployment Insurance Commission. The theme of the 1953 exhibits was "A Growing Canada Offers Wide Opportunities to the Highly-Skilled". Their purpose was to inform young people and their parents of the benefits of training, including apprenticeship training, for the skilled occupations, and to point out to employers the advantage of setting up in-plant training to produce their own supply of skilled workers. With the co-operation of the Unemployment Insurance Commission, arrangements were made with provincial apprenticeship authorities to have apprenticeship representatives in the booths at most of the fairs in each province. A new exhibit, or one designed previously on the same theme, appeared in some 37 fairs and exhibitions from coast to coast, the attendance at which is estimated at more than seven million.

A radio program, "Canada at Work", prepared by the Branch, was broadcast weekly over an average of 48 independent radio stations throughout the year. At the year's end, 52 stations were carrying the program, while one series of six broadcasts on apprenticeship training was carried by 70 stations. The program, broadcast regularly since September 1942, brings current information on labour and related subjects before the public. During the fiscal year, approximately 5,000 copies of broadcast scripts were sent out in response to requests from listeners.

The Branch co-operated in arranging publicity and information material in connection with the Canada Fair Employment Practices Act. This included English and French display panels for use at conventions and meetings. At the end of the year, arrangements had been made for an extensive poster campaign advertising the provisions of the Act as they affect employers and employees. A pamphlet covering the terms of the Act had been revised and a reprint was being arranged. Also a series of broadcasts on anti-discrimination was being prepared for use in the "Canada at Work" series.

In keeping with the policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of accident prevention, distribution was continued of the series of safety films prepared in co-operation with the Film Board under the general title of "Accidents Don't Happen—They're Caused". A seventh film in this series, on the emergency care and handling of spinal injuries, was in production at the end of the year. The Branch also assisted in a campaign to encourage safety in government offices and Crown Corporations.

The Department again assisted the National Film Board financially in the operation of an Industrial Film Preview Library, consisting of films selected by the Branch. Blocks of these films were distributed during the year by the Film Board throughout the country, as a service to employers and to encourage the formation of community Industrial Film Councils.

During the post-war years, the Department of Labour, in co-operation with the National Employment Service and the Department of Veterans Affairs, has carried on an educational campaign designed to bring the facts and effects of the problem of the older worker before the greatest number of responsible citizens.

Screenings were continued of a film on the employment of the older worker, produced for the Department in 1950, and a further 14,000 copies of a memorandum originally prepared for presentation to the National Advisory Council on Manpower in 1952 were sent to the larger employers in Canada. The services of a nationally-known radio commentator were obtained for a series of four radio programs on the older worker problem.

During the year, a subcommittee of the National Manpower Council was set up, under the chairmanship of the Director of the Branch, to further develop a program of education to eliminate unnecessary discrimination in employment because of age. The committee has maintained close liaison with other Departments and various outside agencies. Towards the end of the year, the Canadian Manufacturer's Association, in co-operation with the subcommittee, circulated to industrial and business organizations a questionnaire on hiring, retirement and pension policies affecting the older worker.

The Branch conducted liaison with other department in all labour matters pertaining to veterans of the Armed Forces, and continued to handle enquiries concerning reinstatement rights under the Reinstatement in Civil Employment Act.

Labour Legislation

The function of the Legislation Branch is to study labour legislation in Canada and other countries and to provide information concerning it. It seeks to promote knowledge of, and intelligent interest in, labour legislation on the part of employers, trade unions and the public generally, as well as to meet the needs of government officials and others in Canada who require a detailed knowlege of the existing law in other jurisdictions. Another function is to report on labour law and administration in Canada as required by the International Labour Organization and other international bodies.

The Branch maintains a complete library of federal and provincial statutes, and keeps up to date a complete historical file of the regulations issued under any federal or provincial labour law.

To make available current information on developments in labour law, the Branch is responsible for the Labour Law section of *The Labour Gazette*. This section contains a detailed analysis of labour laws as they are enacted by Parliament and the provincial legislatures, and reports, month by month, the changes in regulations made to carry out the purpose of the legislation, in such varied fields as safety, minimum wages, hours, holidays with pay, apprenticeship, licensing of workmen, labour relations, workmen's compensation, and other fields. Court decisions in cases involving interpretation or enforcement of labour laws are regularly reviewed. Studies of significant new legislation in other countries are also included.

A major project of the Branch is the publication of the series of reports, begun in 1915, known as *Labour Legislation in Canada*. This series consists of a complete consolidation of all labour laws on the federal and provincial statute books, issued at approximately ten-year intervals, and annual supplements. The reports contain, in text or summary, regulations as well as statutes. This publication is intended for those who need to consult the actual texts of labour laws, and who wish to compare similar provisions in several provinces, for example, government officials, students, trade unions and employers' groups. It is particularly necessary for employers and labour organizations who carry on activities in more than one province to be able to determine readily the applicable provisions of the laws of various provinces.

Workmen's Compensation in Canada, a detailed analysis of workmen's compensation legislation in Canada, is brought up to date each year. The publication describes the principles common to the Acts, points out differences and sets out in tabular form the benefits payable in each province to injured workmen and their dependents.

A more general comparison of the standards established by provincial law is contained in the bulletin, *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages, Weekly Rest-day and Workmen's Compensation,* which has been issued annually since 1944. It gives

a general picture of minimum legal standards in Canada as well as setting out in convenient tabular form the current standards in the main fields of employment for those who require particular information.

Labour Legislation in Canada, 1949 and 1950, the first supplement to *Labour Legislation in Canada, 1948,* became available for distribution during the year. The 1953 editions of *Workmen's Compensation in Canada* and *Provincial Labour Standards* were prepared and distributed. The latter bulletins are available in both French and English.

Reports were prepared in accordance with Canada's obligation as a member of the International Labour Organization on minimum wage-fixing machinery, hours of work, weekly rest and protection of wages.

The Branch participates in preparation of the annual report for the United Nations Yearbook on Human Rights.

The practice of sending selected pamphlets and other material on safety to the provincial authorities, which was initiated by a resolution of the Canadian Association of Administrators of Labour Legislation in 1943, was continued, and periodic reports on current developments in legislation were furnished to the Association.

Day-to-day work of the Branch includes preparation of memoranda in answer to specific requests on a wide variety of questions relating to labour law from governments in Canada and abroad and from students, unions, business firms, and others.

Canadian Association of Administrators of Labour Legislation

The Canadian Association of Administrators of Labour Legislation, formed in 1938, is an organization of federal and provincial departments of labour, and of boards or commissions administering a labour law. Its objects are to provide a medium for the exchange of information, to encourage the best possible standards of law enforcement and administration, and to bring about uniformity of policy with respect to labour legislation. The provinces pay an annual membership fee of $25. The federal Department of Labour provides the services of a secretary-treasurer and assumes the cost of reporting and publishing the annual proceedings for the use of the members.

Representatives of the federal Department and of nine provincial departments attended the twelfth annual meeting of the Association in Banff, September 1 to 4, 1953. The agenda included the following subjects: industrial safety, apprenticeship, problems arising out of the administration of labour relations legislation, and recent developments in the International Labour Organization.

The Library

The Library of the Department of Labour was established with the formation of the Department in 1900. It serves as a source of information not only for the Department of Labour and other government departments but also for employers, unions, students, and the general public.

The Library preserves copies of all publications of the Department together with the constitutions and proceedings of all labour organizations active in Canada, the Commonwealth countries, the United States and other countries. In addition, all publications of the International Labour Organization, as well as the chief publications on labour issued by the governments of other countries, are preserved.

A complete inventory of the library book-stock taken in November revealed a total of more than 137,000 volumes. In addition, 680 periodicals are regularly received. The cataloguing of the microfilm collection of Canadian and American labour journals was completed. Several outside libraries have purchased positive film of Canadian labour journals and loans to others have been made. A list of Canadian labour papers on microfilm is available from the Library. The microfilm may be purchased from the Library.

Selected lists of new books available on loan are published monthly in *The Labour Gazette*. The May 1953 issue printed a list of Canadian labour papers on microfilm in the Library.

This Library is one of two Canadian libraries participating in the *Union List of American Labour Union Periodicals*. This very useful list has recently been issued in its preliminary form by the New York State School of Industrial and Labour Relations, Cornell University.

The Departmental library holdings to be included in this Union list, show 260 titles (143 Canadian, 117 American).

The reclassification and recataloguing work continued whenever possible and 457 titles were processed. New volumes added to the library totalled 3,254. The third edition of the subject heading list, consisting of 275 pages, was completed. A great saving in binding costs has resulted from the use of microfilm and from the fact that 658 of 850 titles were bound in trade binders by the library staff. Of the 3,370 volumes and 1,280 periodicals which were loaned 713 books were sent to other libraries and 45 borrowed from outside libraries; 64 libraries made use of the loan service and 2,330 persons visited the library during the year.

During the year about 2,000 reference questions were answered, 907 periodical articles were indexed and 19 bibliographies were made.

Reinstatement in Civil Employment

The Veterans Benefit Act, 1951, extended the provisions of the Reinstatement in Civil Employment Act, and made them applicable to all persons enlisting in the Regular Forces of Canada after July 5, 1950, and serving for a term not exceeding three years.

Included in the coverage of the provisions are members of the Reserve Forces who are called out for service with the Regular Forces.

Under the Reinstatement in Civil Employment Act, a discharged person may claim reinstatement in his civilian employment either orally or in writing, within three months of discharge in Canada or within four months of discharge overseas. There is provision for extension of this time when, through a condition of health, the employee cannot return to his employment as soon as this, but the employer must be notified of this condition as well as the intention to apply for reinstatement when capable of performing the work within the three or four-month period, as the case may be.

The Act requires that an employee be reinstated under conditions not less favourable than he would have enjoyed had be continued on in employment instead of joining the Forces. This means:

1. The employee's period of service in the Forces is to count for seniority rights and pension rights, and for vacations with pay and other benefits.

2. Returning employees are to be given the promotions and pay increases they would have received if they had remained in continuous employment.

3. Any skill useful to the employer, which the employee has acquired while in the services, is to be taken into consideration in adjusting wage rates.

4. Any period of mental or physical incapacity or hospital treatment following discharge, which warrants a delay in reinstatement, is to be counted as a period of service in the Armed Forces and as a period of service with the employer.

Reinstatement officers are located in local offices of the National Employment Service.

Government Employees Compensation

It is 36 years since Parliament first passed what then was styled "An Act to provide compensation where employees of His Majesty are killed or suffer injuries while performing their duties". It was assented to on May 24, 1918. The present Act is known as The Government Employees Compensation Act (R.S.C. 1952, c. 134 and c. 323).

The greater number of federal government employees plus expanding and more varied activities by some departments was reflected in the higher number of claims for occupational accidents and diseases made under the Government Employees Compensation Act during the fiscal year 1953-54.

Claims for all ten provinces totalled 14,973 and net expenditures for compensation, medical aid and pensions amounted to $1,485,577. The number of claims was up to 668 and expenditures compare with a total of $1,438,830 for 1952-53.

Defence activities, research and operational, still provide the greater proportion of federal government injuries on the civilian side. This may be regarded as but natural. Defence has a widespread organization, a large vehicular division and, of course, continually carries on important and highly essential test work.

Accident claims from the Post Office Department and Transport illustrate the fact that employees of both are engaged in outside or inside manual tasks that may be of an accident-causing character.

During the fiscal year funds were obtained for the launching of safety-promotion work and general publicizing of the provisions of The Government Employees Compensation Act. A leaflet describing the Act and how it is administered through the Workmen's Compensation Boards of the provinces was prepared and widely distributed. Then thousands of placards and posters, sounding the safety note, also were placed in government office buildings, working plants and shops, including those of Crown Corporations. The various Civil Service organizations publish their own periodicals and these were used as media for disseminating information on safety and compensation questions. Other measures were employed.

One of the encouraging notes of the year is the keen revival of interest and activity in accident prevention in several departments of government. Notably this is so in National Defence and Mines and Technical Surveys. Strong committees and set programs assure the development of a real and potentially valuable safety-consciousness in those departments. Other departments are following suit; Transport, for example, has a long-established safety-promotion set-up. Liaison is maintained with other departments by the Compensation Branch of the Department of Labour in connection with this activity.

The changing complex of federal government personnel, (Crown Corporations, personnel on loan, etc.) lead to numerous references to the Department of Justice for rulings as to qualifications under the Act.

TABLE 1.—NUMBER OF ACCIDENTS AND INDUSTRIAL DISEASES REPORTED UNDER THE ACT, DURING THE FISCAL YEAR 1953-54

Province, etc.	Pension	Compensation	Full Salary	Medical Aid	Rejected	Fatal	Total
Newfoundland	1	41	27	161	1	1	232
Prince Edward Island	.....	39	7	33	2	.....	81
Nova Scotia	2	208	118	988	2	1	1,319
New Brunswick	1	101	66	212	7	.....	387
Quebec	36	399	557	1,537	62	6	2,597
Ontario	11	670	884	3,953	85	4	5,607
Manitoba	.....	99	110	405	20	.....	634
Saskatchewan	2	99	105	206	7	.....	419
Alberta	6	285	208	570	16	1	1,086
British Columbia	2	312	312	1,728	24	3	2,381
Yukon and N.W.T.	.....	96	16	114	4	.....	230
Totals	61	2,349	2,410	9,907	230	16	14,973

NOTE.—In the above table, "Pension" is an award for a permanent disability; "Compensation" is money paid on an approved scale for a period of incapacitation due to an accident or occupational disease; entries under "Full Salary" are cases where full salary was paid by the department or agency concerned of the federal government during the period of lay-off in lieu of ordinary compensation; entries under "Medical Aid" refer to claims in which the lay-off period was not long enough to warrant payment of compensation but in which medical expenses were paid.

During the year a number of important administrative changes were put into effect. There is now an improved system of records. With the approval of the Comptroller of the Treasury a system of immediate repayment of provincial expenditures, with post-certification, replacing the pre-audit system of repayment formerly in effect, has led to a speeding up of settlement of these accounts; and a new arrangement for dealing with Canadian Government Railways employees cases has resulted in greater efficiency.

As indicated, the federal Act is based on provincial Workmen's Compensation Acts which vary quite extensively in provisions. Cash deposits are maintained with each of the Boards (in Quebec the Commission) and payments of compensation, medical aid, pensions, funeral and other costs, are made from these deposits. The Government of Canada also pays a share of the total administrative costs of each provincial Board based mainly on the relation of the total expenditure on compensation to the amount spent on federal account. Close

and cordial relations are maintained with each Board. The members of the Board, officials and staff render most excellent service in the adjudication and payment of federal claims.

For the purpose of reviewing provisions of the Act, an inter-departmental committee was set up early in the year and a total of 21 meetings were held. The inter-departmental committee was composed of representatives of Labour, Finance, National Health and Welfare and the Civil Service Commission.

TABLE 2.—STATEMENT OF DISBURSEMENTS IN THE VARIOUS PROVINCES RELATIVE TO CLAIMS OF EMPLOYEES OF THE FEDERAL GOVERNMENT DURING THE FISCAL YEAR 1953-54 AND FEDERAL GOVERNMENT SHARE OF ADMINISTRATION EXPENSES CHARGED BY PROVINCIAL BOARDS OR COMMISSIONS FOR THE CALENDAR YEAR 1953

Province	Claims Disbursements Fiscal Year 1953-54	Administration Expenses charged by Provincial Boards or Commissions for Calendar Year 1953	Total
	$ cts.	$ cts.	$ cts.
Newfoundland	12,846 99	5,914 46*	18,761 45
Prince Edward Island	9,003 82	1,506 18*	10,510 00
Nova Scotia	106,604 77	19,389 92*	125,994 69
New Brunswick	27,676 18	16,566 70*	44,242 88
Quebec	350,525 40	15,727 00	366,252 40
Ontario	496,984 70	46,333 46	543,318 16
Manitoba	59,316 12	13,621 46*	72,937 58
Saskatchewan	44,118 53	3,810 67	47,929 20
Alberta	129,434 93	13,362 93	142,797 86
British Columbia	249,060 49	18,048 46	267,108 95
Yukon and Northwest Territories	5 00	.....	5 00
Totals	1,485,576 93	154,281 24	1,639,858 17

* Calendar year 1953 administration charges shown above for provinces of Newfoundland, Prince Edward Island, Nova Scotia, New Brunswick and Manitoba include charges for handling claims of employees on Canadian Government Railways which claims have been paid through the Federal Government deposits with the aforementioned Boards. The cost of claims of Canadian Government Railways' employees are not shown in the disbursements column. However, the cost of Railways' claims are reimbursed direct to the Provinces by the Canadian National Railways instead of being charged to the Consolidated Revenue Fund. The amount of administration expenses charged to Federal Government is subject to audit and approval of the Governor in Council before payment. When the Railways' portion of administration expenses is disclosed, such portion is recovered from the Canadian National Railways by the Department of Labour.

During the past fiscal year arrangements were completed whereby, effective January 1, 1954, the Canadian National Railways have taken over the responsibility of maintaining funds on deposit with the above-mentioned Boards for the payment of claims of Railways' employees. The administration expenses of the said Boards for the year 1954, relative to claims of Railways' employees will not be related to Federal Government account but will be dealt with by officials of the Canadian National Railways.

Merchant Seamen Compensation

The Merchant Seamen Compensation Act, Chapter 58, 1946, is now Chapter 178 of R.S.C. 1952 as amended by Chapter 16, R.S.C. 1952-53.

During the year benefits were substantially increased by Act of Parliament and made effective from June 1 as follows:

The maximum annual earnings as a basis for compensation was increased from $2,500 to $3,600;

The minimum weekly compensation payment was increased from $12.50 to $15;

In case of death, monthly pension for a widow or invalid husband was increased from $45 per month to $50 per month;

The allowance for dependent children was increased from $10 per month to $15 per month, to be further increased to $25 per month upon the death of the widow or invalid husband, or when children are the sole dependents;

The maximum allowance payable for burial expenses was increased from $125 to $200;

The waiting period before compensation commences was reduced from 7 to 4 days.

The Act is administered by the Merchant Seamen Compensation Board which was appointed by the Governor-in-Council in accordance with Section 3. Detail work in connection with the administration of the Act is done by the staff of the Government Employees Compensation Branch of the Department of Labour under the supervision of the Director of the Branch who is also Secretary of the Board. The Secretary is authorized by the Board to pass upon all settlements of temporary disability claims which are in accordance with the provisions of the Act and are not disputed by the employer or the employees. Approval of such settlements, as well as awards in permanent disability and death cases, are the final responsibility of the Board.

The employer is required to pay the compensation directly when official notification of the approval of claims and amount of awards is received from the Board.

During the fiscal year a total of 82 companies were subject to provisions of the Act and 47 claims for compensation were received.

Five meetings were held by the Board at which 13 disputed claims were considered and settled. One claim for compensation was disallowed. Nine awards in permanent disability cases and one award in a death case were approved; decision in two others was deferred.

Under the Act, all seamen, but not including pilots, apprenticed pilots or fishermen, must be protected against accidents arising out of and in the course of employment by liability insurance or other means satisfactory to the Board, which the employer himself must secure.

Seaman is defined as meaning one employed or engaged on a ship registered in Canada or chartered by demise to a person resident in Canada or having his principal place of business in Canada when the ship is engaged in trading on a foreign voyage or on a home trade voyage as such voyages are defined in the Canada Shipping Act.

If so ordered by the Governor-in-Council, the definition also includes a seaman engaged in Canada and employed on a ship that is registered outside of Canada and operated by a person resident in Canada or having his principal place of business in Canada when such ship is so engaged.

National Advisory Council on Manpower

The National Advisory Council on Manpower was established on February 1, 1951, to advise the Minister of Labour on matters relating to the most effective utilization in the national interest of the present and potential manpower of Canada.

The membership of the Council consists of the Clerk of the Privy Council and the Deputy Minister of Labour as joint chairmen, four representatives of labour, four representatives of employers, two representatives of industry, two representatives of agriculture, two representatives of women of Canada, two representatives of veterans of Canada, and representatives of the following divisions of the Government: Agriculture, Citizenship and Immigration, Civil Service Commission, Defence Production, Finance, Fisheries, Justice, Labour, Mines and Technical Surveys, National Defence, Resources and Development, Secretary of State, Trade and Commerce, Unemployment Insurance Commission, and Veterans Affairs; the chairmen of the Unemployment Insurance Advisory Committee and the National Employment Committee are also ex officio members of the Council.

During the fiscal year under review, the Council held one meeting on November 5, 1953 (6th meeting). Among the questions which came up for consideration and discussion by the members of the Council were: the housing problem, civilian manpower situation, Armed Forces manpower situation, farm labour, trades training, seasonal unemployment, rehabilitation of disabled persons and placement and employment of older workers.

The Council received and approved interim reports on the problem of the older worker and on seasonal unemployment. Further research and survey work are being done in connection with these two important problems and recommendations will be submitted to the Council during the next fiscal year.

International Labour Organization

Established in 1919 by the Versailles Peace Treaties, the International Labour Organization is an inter-governmental agency whose purpose is to promote social justice in all countries of the world. Canada is one of 67 members of the ILO, which is a specialized agency of the United Nations. The ILO is democratically governed on a tripartite basis by representatives of the government, of the employers, and of the workers from each member nation.

The machinery of the International Labour Organization consists of three main organs:

(1) *The Governing Body,* which meets three times a year, is the executive council of the Organization. It maintains general supervision over the work of the International Labour Office, and over the various Conferences and Committees.

(2) *The International Labour Conference* is a world parliament meeting yearly for consideration of labour and social problems. The Conference adopts Conventions and Recommendations based on careful fact-finding and discussion.

(3) *The International Labour Office* acts as the secretariat, the world research and information centre, and the publishing house for the Organization. In the operational field, it assists member states by furnishing experts on manpower training and technical assistance.

Canada's Part in the Work of the International Labour Organization

Canada aided in the establishment of the International Labour Organization in 1919 and has taken an active part in its work since that time. Canada is one of the eight countries of chief industrial importance which are permanent members of the Governing Body of the ILO. The Canadian Government Member on the Governing Body is the Deputy Minister of Labour. Canada also has a deputy employer member and a deputy worker member.

Canada is represented at the Annual Conference of the ILO and at the triennial American Regional Conference and at other special conferences, by tripartite delegations representing the Government, the employers and the workers of Canada. Similiarly, tripartite delegations represent Canada at sessions of the eight Industrial Committees which convene every two or three years to discuss special problems of these industries: Coal Mines; Inland Transport; Iron and Steel; Metal Trades; Textiles; Building; Civil Engineering and Public Works; Petroleum; and Chemical Industries. In addition, there are Canadian members on the following ILO Advisory Committees: Finance and Administrative, Allocations, Permanent Migration, Indigenous Labour, Social Security Experts, International Development Works, Productivity in Manufacturing Industries, Occupational Safety and Health, Recreation, Women's Work, Juvenile Employment, Statistical Experts, Joint ILO/WHO Committee on Occupational Health, and Joint ILO/WHO Committee on Hygiene of Seafarers.

Canada aids the Technical Assistance Programme of the ILO by furnishing experts in various types of industrial training for service in under-developed countries, by arranging training courses and tours in Canada for selected persons from such countries, and by providing training materials such as the ILO text "National Employment Services—Canada" for use by trainees in other countries.

Canada has now ratified eighteen ILO Conventions and is required to report annually on their application:

No. 1—Hours of Work (Industry) Convention, 1919;
No. 7—Minimum Age (Sea) Convention, 1920;
No. 8—Unemployment Indemnity (Shipwreck) Convention, 1920;
No. 14—Weekly Rest (Industry) Convention, 1921;
No. 15—Minimum Age (Trimmers and Stokers) Convention, 1921;
No. 16—Medical Examination of Young Persons (Sea) Convention, 1921;
No. 22—Seamen's Articles of Agreement Convention, 1926;
No. 26—Minimum Wage-Fixing Machinery Convention, 1928;
No. 27—Marking of Weight (Packages Transported by Vessels) Convention, 1929;
No. 32—Protection Against Accidents (Dockers) Convention (Revised), 1932;
No. 58—Minimum Age for Employment (Sea) Convention (Revised), 1936;
No. 63—Convention concerning Statistics of Wages and Hours of Work, 1938;
No. 68—Food and Catering (Ships' Crews) Convention, 1946;
No. 69—Certification of Ships' Cooks Convention, 1946;
No. 73—Medical Examination (Seafarers) Convention, 1946;
No. 74—Certification of Able Seamen Convention, 1946;
No. 80—Final Articles Revision Convention, 1946;
No. 88—Employment Service Convention, 1948.

The Department of Labour is the official liaison agency between the International Labour Organization on the one hand and the Canadian Government, the employers' and workers' organizations, and the public of Canada, on the other hand. After World War II the expansion of ILO activities was such that the ILO Branch in the Department was set up to look after international labour affairs. The ILO Branch co-ordinates all ILO work by liaison with the Department of External Affairs and all other federal departments, with the ten provincial governments, with the major employers' and workers' organizations, and with the public at large.

The Branch makes all arrangements for the Canadian delegations, including government, employer and worker representatives, attending international labour conferences and committee meetings. The Branch also prepares a large part of the briefing instructions for the government delegates at ILO meetings on reports and papers prepared for discussion, and the remainder in co-operation with other branches and departments. After consultation with federal and provincial departments and agencies, reports are prepared, under the supervision of the Branch, in reply to ILO questionnaires and inquiries on a wide

variety of labour matters, in addition to annual and periodical reports on the application of ILO Conventions and Recommendations. Departmental reports are also prepared on the deliberations of various ILO bodies.

When the authentic texts of Conventions and Recommendations adopted at an annual ILO Conference are received, they are referred to the Department of Justice for a legal opinion on the legislative jurisdiction for each. When this is obtained, sets of authentic texts are tabled in the House of Commons and the Senate of Canada with the accompanying legal opinion. Sets of the Convention and Recommendations are sent to the Lieutenant-Governors of the ten provinces, and to the employers' and workers' organizations.

The provincial departments of labour and the major employers' and workers' organizations are also provided regularly with the annual reports on Ratified Conventions, with the periodical reports on other Conventions and Recommendations, and with the reports and studies issued by the ILO on various labour problems of current international interest.

By these and other means, the ILO is kept informed on the progress of industrial and economic conditions in Canada, and the Canadian governments and organizations concerned are kept in touch with developments in international labour affairs*.

Main Activities in the Fiscal Year 1953-54

During the year the Branch completed arrangements for Canada's representation at the following ILO meetings. In chronological order these were:

In 1953, the 4th Session, Permanent Agricultural Committee; the 122nd Session, Governing Body; the 36th Annual Labour Conference; the 4th Session, Building, Civil Engineering and Public Works Committee; the 123rd Session, Governing Body; and the 5th Session, Coal Mines Committee.

In 1954, the Committee of Statistical Experts on the Determination of States of Chief Industrial Importance; the 5th Session, Inland Transport Comittee; the 124th Session, Governing Body; and the 2nd Session, Committee of Experts on Indigenous Labour.

All these meetings were held in Geneva with the exception of that on Coal Mines which was held in Dusseldorf.

The 36th Annual Conference

This Conference was attended by 624 delegates and advisers representing the Governments, employers and workers of 58 countries. The Canadian delegation was headed by the Minister of Labour. In addition to a general debate on the World Labour Report presented by the Director-General, two Recommendations, No. 96 and No. 97, were discussed and adopted, as well as 12 Resolutions. A budget of $6,311,170 was approved to finance the ILO's

* The Department has available for distribution a pamphlet "Canada and the ILO" which gives fuller particulars on this subject.

operations in 1954, of which Canada's share is 3·98 per cent or $234,556.35. The Conference also adopted, after examination, a report on the observance by member countries of their obligations in regard to the International Labour Conventions and Recommendations adopted at previous sessions since 1919.

Recommendation No. 96, on Minimum Age of Admission to Work Underground in Coal Mines, stated that young persons under 16 years of age should not be employed underground in coal mines, and those 16 and 17 years old should be so employed only under certain specific conditions.

Recommendation No. 97, concerning Protection of the Health of Workers in Places of Employment, set forth a series of measures to be taken by authorities or employers to control risks to the health of workers in work-places, including first aid and emergency treatment in case of accidents, occupational diseases, poisoning or other sickness on the job. This Recommendation urges national regulations for medical examination of workers in hazardous occupations, and notification of cases of occupational diseases. Three Resolutions on this subject were also adopted.

In addition to the adoption of these two Recommendations, a first discussion was held on the subject of holidays with pay, and it was decided to place this on the agenda for the 1954 Conference with a view to the adoption of a Recommendation on this subject.

The Conference approved an Instrument to Amend the Constitution, in order to increase the Governing Body from 32 to 40 members: from 16 to 20 Government members, from 8 to 10 employer members, and from 8 to 10 worker members. This amendment will give more representation to non-European member states. It will come into force when ratified by two-thirds of the member states, and by March 10, 1954, 33 states had so ratified, including Canada.

An interesting item on the agenda concerned the organization and working of national labour departments. The discussion was based on a report prepared by the International Labour Office, and those taking part arrived at conclusions which were adopted unanimously by the Conference. Certain general principles for the operation of a national labour department were outlined, concerning organization, staffing, public relations, functions, and international questions. It was felt generally that the results of this discussion would be useful to countries setting up labour departments, and to employer and worker groups in giving them a clear picture of the work of national labour departments*.

Other ILO Meetings

The Governing Body at its 122nd, 123rd, and 124th Sessions considered the conclusions of various Conferences and Committees and what action should be taken, and decided the agendas of the Annual Conference and other meetings

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* More detailed reports of ILO meetings during the fiscal year appear in *The Labour Gazette* issues for June, July, August, October, November and December 1953 and for January, April and May 1954.

in 1955. Several joint committees such as the UN/ILO Committee on Forced Labour also submitted reports. The recommendations of Governing Body Committees on finance, allocations, staff questions, manpower, freedom of association, technical assistance, etc., were discussed and the Director-General was authorized to take necessary action thereon. The 1955 budget estimates were debated and a budget of $6,745,196 was passed, subject to approval by the Annual Conference in June 1954. Appointments were confirmed to various Committee of Experts, including several Canadians. A schedule of 17 meetings for 1954 was tentatively arranged.

Three *Industrial Committees* of the ILO met during this year. Each Industrial Committee considered the action taken by member countries and by the International Labour Office on the conclusions of previous sessions, the general developments in the industry since the last session, and the representations received from interested organizations. In addition, the *Building, Civil Engineering and Public Works Committee (4th Session)* discussed the principle of the guaranteed wage, and factors affecting productivity in the construction industry, the *Coal Mines Committee (5th Session)* discussed productivity in coal mines, and social welfare for coal miners, and the *Inland Transport Committee (5th Session)* discussed conditions of employment in road transport, and welfare facilities for dock-workers.

Civilian Rehabilitation

The Civilian Rehabilitation Branch completed its first full year of operation in this fiscal year. The National Advisory Committee on the Rehabilitation of Disabled Persons was established following a National Conference on the Rehabilitation of the Physically Handicapped held in Toronto in February, 1951.

In addition to a representative of each of the Federal Government Departments concerned, Labour, National Health and Welfare, and Veterans Affairs, there is on this Committee an official representative of each of the ten provinces, six representatives of the medical profession, four representing organized labour, four representing organized employers, six representing the National Voluntary Agencies dealing with the disabled and four representing the universities.

Co-ordination of Services—Based upon the recommendation of the National Advisory Committee, Federal-Provincial Agreements were proposed which offer a contribution up to $15,000 per annum to each province, on a matching basis, to pay the salaries and expenses of a Provincial Rehabilitation Co-ordinator and his staff, and to supply certain services necessary to the rehabilitation of an individual where these needs are not covered by other sections of this plan. The Provincial Co-ordinator, in addition to other duties, would work with a provincial interdepartmental committee to assure the co-operation of the various departments whose services contribute to a rehabilitation plan. He would seek to co-ordinate, on a regional and local basis, the efforts of all agencies, public and private, working with the disabled, and to stimulate interest of the medical profession, management, labour, the vocational and placement services, in the potential worth of the disabled.

Vocational Training—Provision is being made, under the Canadian Vocational Co-ordination Act, whereby training of any type desired can be obtained for a disabled person, provided such training should result in his rehabilitation.

A proposed new training schedule, Schedule "R", has been worked out with the co-operation of the Vocational Training Branch and will operate as an extension of existing Federal-Provincial training agreements.

Medical Services—Through the Department of National Health and Welfare, the present health grants have been supplemented by a new *Medical Rehabilitation Grant* to fill gaps in existing services. Grants for hospital construction, tuberculosis control, crippled children, and mental health, can, in some instances, be applied to rehabilitation projects. The new grant is, therefore, supplementary to these. It can be used for the following purposes:

(*a*) To meet the cost of training rehabilitation personnel, such as doctors, physiatrists, occupational and physical therapists, remedial gymnasts, social workers, rehabilitation officers, etc.

(*b*) For the purchase of equipment designed to reduce disability, such as apparatus for electrotherapy, hydrotherapy and resistance exercises. Where funds are to be used for either of these two purposes, the amount expended can be considered as an outright grant, with no matching principle involved.

(*c*) For expansion of existing rehabilitation services. This grant could help employ the necessary professional staff for hospital and rehabilitation centres. It could also be used to finance surveys to seek out persons with disabilities, to set up units where crippled persons could get help with their appliances, and to set up other specialized clinics and units essential in any well balanced program for the disabled. For this latter purpose the matching principle would apply. The total grant for these purposes will amount to $1 million a year. For the year 1953-54 it was one-half of this amount.

Provincial Organization — While a different pattern may develop in each province, it is intended that the provincial co-ordinator, aided by an inter-departmental committee and provincial and local advisory committees, would seek to combine the above services with those of the medical profession, the existing voluntary agencies, the National Employment Service and, supported by labour and management, would develop a team approach that would result in the restoration of a large percentage of the disabled to their place of maximum usefulness in the community.

Developments—By the end of the fiscal year, five provinces, Saskatchewan, New Brunswick, Newfoundland, Manitoba, and Alberta, had signed agreements regarding co-ordination of services. In addition, three other provinces had indicated that the agreement regarding co-ordination of rehabilitation services would be signed in the very near future. All other provinces had indicated their intention of implementing Schedule "R" and a number of projects had been received and considered under the Medical Rehabilitation Grant. Provincial co-ordinators had been appointed in Saskatchewan, New Brunswick and Alberta. Similar appointments were imminent in Manitoba and Newfoundland.

Publicity — The success of a rehabilitation program depends very largely on the motivation of the individual requiring rehabilitation, and general realization on the part of the public that if we disregard the obvious disability and pay attention to the remaining ability of the disabled, most of them can perform a useful function.

In co-operation with the Information Branch of the Department of Labour, considerable publicity has been given through the press, magazine articles and radio to the idea that the so-called "handicapped" are employable. The film "Everybody's Handicapped", designed to break down employer prejudice against the disabled, has been produced and in the next few months will be seen by approximately 200,000 persons representative of employers and of labour.

The Canadian Manufacturers' Association, The Canadian Chamber of Commerce, the Canadian Congress of Labour and the Trades and Labour Con-

gress of Canada have all issued statements supporting the rehabilitation program. In many parts of the country, local voluntary associations have been formed to bring together the various organizations interested in the disabled. In some areas these bodies have made surveys of the resources in that district that will contribute to a general rehabilitation plan.

Functions of Civilian Rehabilitation Branch—The Civilian Rehabilitation Branch works closely with the National Advisory Committee on the Rehabilitation of Disabled Persons and conveys its recommendations to the appropriate departments of government. Close liaison is maintained with the Canadian Vocational Training Branch, the National Employment Service and the Departments of National Health and Welfare and Veterans Affairs. In this way, it is assured that the contributions of each to the rehabilitation process are properly co-ordinated. The Branch acts as a clearing house for information regarding rehabilitation and is closely in touch with the branches of Government of the United Kingdom and the United States responsible for their rehabilitation programs.

Through the International Labour Office, the Rehabilitation Section of the Division of Social Welfare of the United Nations Organization and the International Society for the Welfare of Cripples, the Branch keeps in touch with general developments in rehabilitation throughout the world, so that those interested, in Canada, can be kept fully aware of developments that might assist them in meeting their own problems.

Following a study of services in Great Britain made by the Co-ordinator in February and March, 1953, a report entitled Observations on Rehabilitation Facilities in the United Kingdom was prepared for circulation to members of the committee and others interested throughout Canada. The information contained will be of value in setting a Canadian pattern.

In the Fall of 1953, a survey of handicapped persons registered at the Montreal Office of the Unemployment Insurance Commission for employment was released and the valuable information which it contained is being studied by members of the National Advisory Committee on the Rehabilitation of Disabled Persons. The report clearly indicates the necessity of rehabilitation services among the civilian disabled.

Unemployment Insurance Commission—National Employment Service

During the fiscal year ended March 31, 1947, Section 88 of the Unemployment Insurance Act, 1940, under which the National Employment Service was established, was amended to provide that this Service should be under the direction of the Minister of Labour. Detailed information on the operations of the National Employment Service is published in the annual Report of the Unemployment Insurance Commission. Close liaison is maintained between the work of the Unemployment Insurance Commission and that of other agencies in the Department of Labour.

Canadian Vocational Training

Introduction

The term "Canadian Vocational Training" designates the federal-provincial organization established during World War II, under the provisions of the Vocational Training Co-ordination Act, Chapter 286, of Revised Statutes of Canada, 1952, to administer federal grants to provincial governments for the promotion and development of vocational training.

The grants, which are voted annually by Parliament, are administered in accordance with the provisions of four federal-provincial agreements signed on behalf of the federal government by the Minister of Labour and on behalf of the provinces by the Minister of the appropriate department, usually Education or Labour.

Vocational Training Co-ordination Act

The Act, which was passed in 1942, consolidated previous provisions for federal aid to the provinces in this field and enlarged the scope of such assistance. It was amended in 1948 to provide training for unemployed persons other than those receiving benefit under the Unemployment Insurance Act. Further amendments which will facilitate administration, are now being considered by Parliament. These include enlarging the membership of the Vocational Training Advisory Council from 17 to 21, eliminating references to World War II and providing authority to share with the provinces in the costs of training projects organized for other departments of the federal government.

Orders in Council

The following Orders in Council and Treasury Board Minutes affecting the work of the Training Branch were passed during the fiscal year 1953-54:

P.C. 1953-20/984 dated July 2, 1953, authorized the Minister of Labour to enter into an Apprenticeship Agreement with the Province of Newfoundland and allotted the sum of $5,000 for such purpose from the annual appropriation of $800,000 voted by Parliament.

P.C. 1953-10/1764 dated November 19, 1953, increased the allotment from $5,000 to $7,000.

P.C. 1953-19/984 dated July 2, 1953, authorized the Minister of Labour to agree to an amendment to the Vocational Schools' Assistance Agreement with the provinces of Manitoba and Ontario by fixing the date of March 31, 1954 as the prior date on which provincial expenditures shall have been made on shareable capital expenditures for the Trades and Technical Institutes in Winnipeg and Toronto.

P.C. 1953-1086 dated July 6, 1953, authorized the Minister to enter into an agreement with any province to amend the Vocational Training Agreement by adding thereto Division "F" Schedule "R" governing the training and retraining of disabled persons.

T.B. 453735 dated July 7, 1953, authorized a cash advance of $30,000 by the Department of National Defence, through the Department of Labour, to the Province of Ontario, Defence Training Board, to enable the Province to hire civilian teachers for schools and training projects operated by the Armed Services.

T.B. 452758 dated July 17, 1953, authorized the payment of honoraria to members of consulting committees engaged on the analysis of certain apprenticeship trades—Chairman $25 for each meeting not to exceed $500; members $15 for each meeting not to exceed $300 for each member.

P.C. 1954-6/34 dated January 14, 1954, authorized the Minister to enter into a Vocational Training Agreement with the Northwest Territories to be effective September 1, 1953 to March 31, 1954.

P.C. 1954-5/34 dated January 14, 1954, authorized the Minister to enter into Vocational Schools' Assistance Agreement with the Northwest Territories covering capital expenditures up to December 31, 1954 and other approved expenditures up to March 31, 1955. The Order allotted an unmatched grant of $1,500, an annual allotment for operating expenses of $2,700 to be matched by the Northwest Territories, and an amount of $12,700 on a matching basis for capital expenditures.

P.C. 1954-4/34 dated January 14, 1954 authorized signing of an Apprenticeship Agreement with the Northwest Territories covering the period September 1, 1953 to March 31, 1954, and allotted $500 for this purpose.

Advisory Council

Two meetings of the Advisory Council on Vocational Training were held during the year. Recommendations to the Minister of Labour included: the renewal of existing agreements with increased federal assistance; a new formula for allotment of funds to the provinces under the Vocational Schools' Assistance Agreement to be based on need as well as population; the adoption of a federal-provincial training program for disabled persons—Schedule "R"; the preparation of more occupational monographs with accompanying fiilmstrips; the appointment of Regional Directors of C.V.T. in each province; increase in the membership of the Advisory Council; and student aid for teachers in training.

Apprenticeship Committee

The Apprenticeship Training Advisory Committee also held two meetings at which recommendations were made regarding the use of trade analyses to develop trade standards and courses for apprenticeship; promotion of apprenticeship through publicity of various forms; removal of the upper age limit for apprentices; distribution of the costs of apprenticeship, and special courses for apprentices and improvers.

Northwest Territories

The increasing need for vocational training in the Northwest Territories has been a subject of study for some time by the Department of Resources and Development and the Northwest Territories Council. The Assistant Director of Training participated in a survey of the situation in June 1953. On January 14, 1954, the Commissioner, acting on behalf of the Northwest Territories Council, signed the Vocational Schools' Assistance Agreement, the Vocational Training Agreement and the Apprenticeship Agreement covering the remaining periods of these agreements with the other provinces, as indicated in the aforementioned Orders in Council. Steps are then being taken to develop active programs in each of these fields of training.

Assistance to Vocational Schools

The Vocational Schools' Assistance Agreement covers a ten-year period which expires on March 31, 1955. Under the Agreement the sum of $10 million has been made available for sharing with the provincial governments in the cost of constructing, enlarging and equipping vocational schools, and slightly over $2 million has been voted each year for sharing in maintenance and operating costs. The recommendations of the Advisory Council, with respect to its renewal and changes in administrative procedure, have been referred to the provinces for study and comments.

Enrolments in Canadian vocational schools have increased rapidly from approximately 124,770 in 1948 to 250,165 in 1953, an increase of over 100 per cent in five years. The provinces report the following number of schools as offering vocational or technical classes, including vocational and technical high schools, arts and crafts, and technical schools; trade schools, institutes, and specialized schools, in the occupational areas listed:

Occupational Area	Day Classes	Evening Classes
Commercial	208*	129
Industrial	211	183
Homemaking	225	184
Agriculture	50	12
Service Occupations	11	32
Commercial Art	70	70

* Quebec Schools teaching commercial work are not included.

The anticipated program of new vocational schools and extensions in Canada, during the next five years, will require over $50 million. Federal expenditures during the past fiscal year, from the allocation of this agreement, were $285,814.01 for capital and $2,065,575.48 for maintenance. For particulars see Tables 11 and 12 appended to this report.

Correspondence Courses

The five-year program of sharing with the provincial governments in the preparation of vocational correspondence courses terminates on March 31, 1955. Progress has been slow and the courses are not being used to the extent anticipated due, in large part, to lack of publicity and increased facilities for full-time and evening courses for apprentices and others learning skilled trades.

A total of $125,000 was made available for sharing equally with the provinces in the cost of preparing correspondence courses but only $19,269 has been claimed by the provinces to date. About twice this amount will be required to complete courses now under preparation. Enrolments in all provincially operated vocational correspondence courses in Canada during the past year totalled about 4,000 of which about 2,700 were in British Columbia. Some idea of the potential demand for such courses is indicated by the fact that there were 15,627 enrolments in privately operated vocational correspondence courses in Ontario during 1952.

Twenty-one new courses have been completed under this program, four have been dropped, and thirty-seven are under preparation. A bulletin issued by the Training Branch in 1951 lists 122 provincial courses which are now available to students anywhere in Canada on the same terms.

The Interprovincial Vocational Correspondence Committee met in February to study the problems and recommended that more publicity be given to this service. It also recommended renewal of the agreement for a further five-year period.

Apprenticeship

The Apprenticeship Agreement under which the federal government shares equally with provincial governments, except Quebec and Prince Edward Island, in the costs of operating special classes for registered apprentices, expired on March 31, 1954. A conference of provincial Ministers of Labour, Deputy Ministers and others concerned was held in Toronto in December. Strong recommendations were made to the federal Minister of Labour regarding extension of the Agreement and expansion of its terms to include sharing in certain administrative expenses. The revised Agreement has been approved in principle and it is expected that the new agreement will be signed by the provinces in May.

The provincial Directors of Apprenticeship met with the Advisory Committee at its second session in October to discuss mutual problems and to provide information regarding developments in each province.

An active publicity campaign has been conducted through the Information Branch making use of radio, booklets, press, exhibitions and fall fairs.

Newfoundland signed the Apprenticeship Agreement on November 19, 1953, and is developing an active program of training in school and on the job.

It is expected that the analyses of the carpentry and machine shop trades will be ready for distribution by the end of the current year. Progress is being made with the special plan for obtaining teaching aids and special equipment from manufacturers.

The number of apprentices registered with provincial governments during the year was 12,902 as compared with 11,746 for the previous year. The federal vote for this work was $800,000. Detailed information regarding registrations and expenditures are given in Tables 8 and 9.

Vocational Training Schedules

The Vocational Training Agreement, which provides for sharing with the provinces in the costs of organizing and operating short-term training projects for various purposes, was renewed for one year on April 1, 1953. The Advisory Council has recommended further renewal for five years. No major changes in regulations or procedure are anticipated.

Armed Forces

Under Schedule "K 1" of the Vocational Training Agreement the provinces are reimbursed 100 per cent of the cost of operating special classes for members of the Army and Air Force who are sent by the Services to specially organized classes in such subjects as telecommunications, electricity, and vehicle mechanics. Table 6 shows a total enrolment of 683 in such classes as compared with 610 for the previous year. Expenditures, as shown in table, amounted to $80,789.96.

The number of civilian teachers hired by Canadian Vocational Training for duties in schools operated by the Army and Air Force increased during the year from 62 to 113. The provinces are reimbursed for the full cost of these salaries from money provided by the Department of National Defence. Expenditures on this account during the fiscal year amounted to $329,341.71.

Defence Production

Enrolment in full-time classes for defence production workers under Schedule "K 2" decreased from 554 to 410, and in part-time classes from 1,342 to 303. Under the provisions of Schedule "K 2" the federal government reimburses the provinces 75 per cent of the cost of operating these classes. For particulars see Table 7.

Unemployed Persons

The total enrolment in classes operated under Schedule "M" for training and retraining of unemployed persons who require such training to fit them for suitable available employment was 2,349 as compared with 1,805 for the previous year. Particulars of costs and enrolments are given in Tables 1 and 2.

Heretofore, trainees in these classes have been referred for training individually by the local offices of the National Employment Service. The nature and extent of the training in each case has been determined by the availability of jobs on completion of training and the capacity and previous experience of the trainee. Recently, acute unemployment situations have developed in a number of localities due to the closing down of coal mines and industrial plants as well as temporary reductions in output. In some cases, displaced workers have

been absorbed in other plants or industries, but in a few cases workers possessing specialized skills have found it impossible to find suitable employment in other fields. The provisions and conditions of Schedule "M" are being reviewed with a view to facilitating the establishment of special training programs to provide such workers with new skills which will fit them for employment in other industries and occupations. A special committee of the Vocational Training Advisory Council has been named to study this program and officials of the Department of Labour and the Unemployment Insurance Commission have been designated to co-operate with the provinces dealing with specific situations.

Disabled Persons

The special provisions for the training and retraining of disabled persons, which have been incorporated in the new Schedule "R", have not yet been put into operation in any province due to inadequate organization. In the meantime disabled persons are being trained under the provisions of Schedule "M", but it is expected that most of the provinces will inaugurate special training under Schedule "R" during the current year. The new schedule provides for all types of training with special provision for training allowances and prolonged period of training, where necessary, to meet the individual requirements of each trainee. About 500 disabled persons were trained under Schedule "M" last year.

Supervisory Training

There has been an increasing demand from industry for Supervisory Training during the past year. Courses are now being given in Quebec, Ontario, Alberta and Saskatchewan, and other provinces have expressed a keen interest in the re-establishment of this service. Arrangements have been made for revising the instruction manuals and it is expected that the revised manuals will be printed by the Department of Labour and used by qualified conference leaders and institute conductors in the various provinces. Federal expenditures for the year were $9,012.23.

Youth Training

Schedule "O" provides for sharing in the costs of various types of activities formerly carried on under the provisions of the Youth Training Act which expired in 1942. These activities include short-term winter courses of various types for young people in rural districts; courses in navigation, marine engines, and fishing operations for fishermen in the Atlantic provinces; and financial aid, by way of grant or loan, or a combination of both, to worthy university students who require such assistance in order to continue their education.

There have been no new developments in the courses for rural youth but the training program for fishermen in Nova Scotia and Newfoundland has been considerably expanded during the past year. Nova Scotia is now making use of a trailer truck specially equipped as an itinerant school and it is planned to equip an additional trailer for this purpose during the current year.

Table 4 lists enrolments in all classes under this schedule totalling 3,363 for the past year. Federal expenditures totalled $190,822.03.

The student aid program is divided into two parts — aid to university students and aid to nurses in training. Selection is made through special committees representing the provincial government, the universities or training hospitals, and the federal government. The particular value of this method of distributing funds lies in the fact that the aid is available to persons anywhere in each province without restriction as to the nature of the course (except theology) or the university or hospital which the student elects to attend. For example, students in British Columbia are assisted while attending universities in other provinces and in the United States for courses which are not available in the province.

Federal assistance is limited to the amount voted by Parliament each year and the allotment to each province is determined on the basis of previous grants rather than the amount required to match provincial government expenditures as is the practice under other programs of Schedule "O". Until last year the federal funds have been sufficient to match government expenditures in most provinces but a considerable discrepancy is now developing in the larger provinces. The federal expenditures for this program last year were $24,645.72.

The scope of this assistance is indicated by Table 5 which shows that aid was given to 4,414 university students and to 676 nurses in training. It will be noted that most of the assistance was given to students in engineering, medicine and science.

TABLE 1.—TRAINING OF UNEMPLOYED—ALLOTMENTS AND PAYMENTS—FISCAL YEAR ENDED MARCH 31, 1954

Province	Federal Allotment	Claims paid—1953-54 to April 30, 1954		
		For Previous Year	For 1953-54	Total Payments
	$ cts.	$ cts.	$ cts.	$ cts.
Nova Scotia	96,000 00	6,003 41	70,737 74	76,741 15
New Brunswick	38,000 00	.....	37,311 88	37,311 88
Quebec	25,000 00	2,299 50	19,522 47	21,821 97
Ontario	52,500 00	.....	18,208 97	18,208 97
Manitoba	32,500 00	.....	30,196 34	30,196 34
Saskatchewan	48,000 00	4,466 56	23,162 47	27,629 03
Alberta	68,000 00	.....	53,127 89	53,127 89
British Columbia	15,000 00	401 31	10,015 35	10,416 66
Northwest Territories	600 00	.....	.....	.....
Total	375,600 00	13,170 78	262,283 11	275,453 89*

*NOTE: Total payments, as shown in column 4 do not include sales tax amounting to $2,436.06.

TABLE 2.—TRAINING OF UNEMPLOYED—FISCAL YEAR ENDED MARCH 31, 1954

Province	Enrolment				Total Enrolment	Days' Training
	In Training March 31, 1953		April 1, 1953 to March 31, 1954			
	Men	Women	Men	Women		
Nova Scotia	44	48	74	43	209	20,424
New Brunswick	34	50	85	118	287	17,173
Quebec	86	.....	154	8	248	16,128
Ontario	44	30	71	78	223	4,130
Manitoba	82	44	204	250	580	34,963
Saskatchewan	6	37	54	89	186	7,645
Alberta	8	158	52	354	572	52,009
British Columbia	8	10	9	17	44	2,361
Totals	312	377	703	957	2,349	154,833

TABLE 3.—YOUTH TRAINING INCLUDING STUDENT AID—ALLOTMENTS AND PAYMENTS FISCAL YEAR ENDED MARCH 31, 1954

Province	Federal Allotment	Claims paid—1953-54 to April 30, 1954		
		For Previous Year	For 1953-54	Total Payments
	$ cts.	$ cts.	$ cts.	$ cts.
Newfoundland	30,500 00	.....	18,447 91	18,447 91
Prince Edward Island	7,000 00	805 00	6,705 00	7,510 00
Nova Scotia	43,740 00	2,848 71	36,250 66	39,099 37
New Brunswick	43,450 00	.....	43,201 57	43,201 57
Quebec	175,000 00	26,652 86	174,000 59	200,653 45
Ontario	100,000 00	.....	79,750 00	79,750 00
Manitoba	17,500 00	.....	13,989 04	13,989 04
Saskatchewan	45,000 00	277 58	38,803 71	39,081 29
Alberta	32,500 00	.....	23,006 14	23,006 14
British Columbia	52,000 00	4,065 30	46,663 68	50,728 98
Northwest Territories	250 00	.....	.....	.....
Total	546,940 00	34,649 45	480,818 30	515,467 75*

*NOTE: Total payments as shown in column 4 do not include sales tax amounting to $1,028.62.

TABLE 4.—YOUTH TRAINING ENROLMENTS—FISCAL YEAR ENDED MARCH 31, 1954

Province	Enrolment				Total Enrolment	Days' Training
	In Training March 31, 1953		April 1, 1953 to March 31, 1954			
	Men	Women	Men	Women		
Newfoundland	.....	.....	45	.....	45	1,542
Prince Edward Island	.....	.....	35	10	45	745
Nova Scotia	26	.....	179	1	206	4,535
New Brunswick	118	50	152	60	380	22,506
Quebec	.....	159	408	725	1,292	57,333
Manitoba	.....	.....	99	22	121	5,661
Saskatchewan	.....	.....	410	244	654	11,236
Alberta	.....	28	455	22	505	12,996
British Columbia	43	2	47	23	115	10,515
Totals	187	239	1,830	1,107	3,363	126,169

TABLE 5.—STUDENT AID ENROLMENTS—1953-54

Province	Medicine	Vet. Medicine	Dentistry	Pharmacy	Applied Science, Engineering Science	Arts and Science	Arts	Law	Education, Teacher Training, English	Home Economics	Agriculture	Commerce, Business Education, Business Admin.	Forestry	Miscellaneous	University Students		Nurses in Training	Total
															Men	Women		
Nfld.	.....	.....	.....	.....	.....	.....	.....	.....	62	.....	.....	.....	.....	.....	51	11	.....	62
P.E.I.	23	5	1	.....	19	.....	3	2	2	.....	2	2	1	2	60	2	.....	62
N.S.	14	.....	.....	2	31	1	12	10	.....	2	.....	3	.....	2	69	8	.....	77
N.B.	32	.....	3	.....	46	.....	17	6	6	1	.....	7	1	7	119	7	.....	126
Que.	658	61	53	107	600	.....	45	220	70	33	91	233	64	136	2,228	143	564	2,935
Ont.	162	15	18	4	190	129	229	2	73	8	29	.....	3	54	723	193	.....	916
Man.	2	1	.....	2	27	.....	14	2	3	3	2	2	.....	8	59	7	29	95
Sask.	62	.....	.....	6	34	.....	27	1	20	2	4	4	.....	3	134	29	22	185
Alta.	21	.....	9	1	33	.....	12	9	6	1	1	4	.....	2	83	16	26	125
B.C.	71	8	15	12	74	1	182	18	14	7	14	19	10	27	372	100	35	507
Totals	1,045	90	99	134	1,054	131	541	270	256	57	143	274	79	241	3,898	516	676	5,090

TABLE 6.—TRAINING FOR THE ARMED FORCES—FISCAL YEAR ENDED MARCH 31, 1954

Province	Federal Allotments	Claims paid—1953-54 to April 30, 1954			Enrolment		Total Enrolment	Hours' Training
		For Previous Year	For 1953-54	Total Payments	In Training March 31, 1953	Apr. 1,1953 to March 31, 1954		
	$ cts.	$ cts.	$ cts.	$ cts.				
New Brunswick—Army	16,000 00	.....	5,917 63	5,917 63	7	33	40	14,920
Quebec—Army	8,167 50	742 50	8,167 50	8,910 00	15	47	62	3,669
Ontario—Air Force	39,000 00	.....	32,178 12	32,178 12	95	277	372	139,808
Manitoba—Army	20,000 00	.....	10,201 30	10,201 30	.....	70	70	4,619
Alberta—Army	50,000 00	.....	23,582 91	23,582 91	51	88	139	39,435
Totals	133,167 50	742 50	80,047 46	80,789 96*	168	515	683	202,451

*NOTE: Total payments as shown in Column 4 do not include sales tax amounting to $174.63

TABLE 7.—TRAINING OF WORKERS FOR DEFENCE INDUSTRIES—FISCAL YEAR ENDED MARCH 31, 1954

Province	Federal Allotments	Claims paid—1953-54 to April 30, 1954			Enrolment				Total Enrolment	Hours' Training	
		For Previous Year	For 1953-54	Total Payments	Full Time		Part Time			Full Time	Part Time
					In Trg. Mar. 31/53	Apr. 1/53 to Mar. 31/54	In Trg. Mar. 31/53	Apr. 1/53 to Mar. 31/54			
	$	$ cts.	$ cts.	$ cts.							
Nova Scotia	75,000	10,120 64	46,826 62	56,947 26	53	103	.....	.....	156	69,111	.....
New Brunswick	19,000	.....	9,078 70	9,078 70	25	17	.....	.....	42	12,671	.....
Quebec	30,000	24,119 32	4,979 73	29,099 05	.....	.....	.....	229	229	.....	16,841
Ontario	15,000	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Alberta	6,000	.....	3,216 82	3,216 82	1	189	.....	.....	190	5,703	.....
British Columbia	15,000	1,179 00	13,401 58	14,580 58	10	12	46	28	96	11,272	2,880
Totals	160,000	35,418 96	77,503 45	112,922 41*	89	321	46	257	713	97,757	19,721

*NOTE:—Total payments as shown in Column 4 do not include sales tax amounting to $1,501.69

TABLE 8.—APPRENTICES REGISTERED WITH PROVINCIAL DEPARTMENTS OF LABOUR AS OF MARCH 31, 1954

—	Nfld.	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Aeronautical Mechanics	.....	36	.....	.....	.....	.....	.....	.....	36
Barbers	.....	.....	.....	22	.....	3	.....	31	56
Blacksmiths	.....	.....	.....	4	5	.....	.....	.....	9
Body and Fender Repair Men	.....	.....	26	.....	48	50	338	.....	462
Boiler Shop Workers	.....	1	3	.....	.....	.....	.....	30	34
Boat Builders	.....	.....	.....	.....	.....	.....	.....	.....	.....
Bricklayers	.....	18	11	181	57	30	64	20	381
Cabinet Makers	.....	.....	1	4	.....	.....	.....	.....	5
Carpenters	1	62	20	351	84	99	225	174	1,016
Coppersmiths	.....	.....	.....	3	.....	.....	.....	.....	3
Draftsmen	4	.....	4	46	.....	.....	.....	.....	54
Dressmakers	.....	.....	.....	.....	.....	.....	.....	.....	.....
Electrical Construction Workers	2	75	83	856	141	92	461	230	1,940
Electrical Maintenance Men	.....	28	.....	51	6	.....	.....	.....	85
Glass Workers	.....	.....	.....	.....	.....	.....	.....	5	5
Hairdressers	.....	.....	.....	114	.....	28	.....	29	171
Instrument Makers	.....	2	.....	25	.....	.....	.....	.....	27
Jewellery and Watch Repair Men	.....	.....	.....	.....	.....	.....	.....	10	10
Joiners	.....	.....	.....	.....	.....	.....	.....	.....	.....
Lathers	.....	.....	.....	35	.....	.....	.....	.....	35
Linemen	.....	.....	156	.....	.....	.....	.....	.....	156
Machinists	15	80	21	77	.....	.....	.....	216	409
Masons(1)	.....	.....	.....	15	.....	.....	.....	.....	15
Mechanics—Dental	.....	.....	.....	.....	.....	.....	.....	.....	.....
Millworkers	.....	.....	.....	.....	.....	.....	.....	.....	.....
Millwrights	13	3	4	1	.....	.....	.....	.....	21
Motor Vehicle Repair Men	.....	86	134	2,347	268	186	1,050	252	4,323
Moulders	.....	.....	.....	5	.....	.....	.....	8	13
Office Mach. Mechanics	.....	.....	.....	.....	.....	.....	.....	13	13
Painters and Decorators	.....	5	4	48	45	13	53	25	193
Pattern Makers	1	1	.....	4	.....	.....	.....	10	16
Pipe Fitters	.....	3	.....	1	.....	2	.....	.....	6
Plasterers(2)	.....	.....	.....	67	38	5	108	12	230
Plumbers	2	60	89	742	72	73	427	111	1,576
Printers	.....	.....	4	2	.....	2	.....	19	27
Radio Operators	.....	.....	.....	.....	.....	.....	51	.....	51
Refrigeration Workers	.....	.....	.....	.....	12	.....	11	7	30
Sheet Metal Workers	4	1	28	253	73	72	208	109	748
Ship Fitters and Shipwrights	.....	27	.....	.....	.....	.....	.....	39	66
Sign Painters	.....	.....	.....	.....	.....	.....	.....	5	5

TABLE 8.—APPRENTICES REGISTERED WITH PROVINCIAL DEPARTMENTS OF LABOUR AS OF MARCH 31, 1954.—*Con.*

—	Nfld.	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Stationary Engineers	.....	.....	31	.....	.....	.....	.....	.....	31
Steamfitters(3)	.....	19	1	285	15	.....	83	.....	403
Steel Fabrication Workers	.....	.....	.....	.....	.....	.....	.....	30	30
Switchboard Operators	.....	.....	36	.....	.....	.....	.....	.....	36
Tailors	.....	.....	.....	.....	.....	.....	.....	.....	.....
Tilesetters(4)	.....	.....	.....	.....	11	.....	.....	.....	11
Welders	1	.....	10	8	.....	27	.....	.....	46
Woodworkers	.....	.....	.....	52	16	.....	.....	.....	68
Miscellaneous	25	.....	.....	14	.....	.....	.....	11	50
Total	68	507	663	5,616	891	682	3,079	1,396	12,902
No. of Trades in which Apprentices are Registered	10	17	19	30	15	14	12	22	
No. of Designated Trades under Provincial Act	6	19	31	16	16	14	14	30	

1 Included with bricklayers in Saskatchewan
2 Included with bricklayers in New Brunswick
3 Included with plumbers in British Columbia
4 Included with bricklayers in British Columbia

TABLE 9.—APPRENTICE TRAINING—ALLOTMENTS AND PAYMENTS FISCAL YEAR ENDED MARCH 31, 1954

Province	Federal Allotment	Claims paid—1953-54 to April 30, 1954		
		For Previous Year	For 1953-54	Total Payments
	$	$ cts.	$ cts.	$ cts.
Newfoundland	7,000	.....	3,125 36	3,125 36
Nova Scotia	47,500	9,558 36	37,754 24	47,312 60
New Brunswick	40,000	.....	39,587 33	39,587 33
Ontario	325,000	3,268 15	279,164 50	282,432 65
Manitoba	61,500	.....	59,815 06	59,815 06
Saskatchewan	65,000	473 56	64,139 15	64,612 71
Alberta	203,500	.....	203,091 52	203,091 52
British Columbia	43,500	11,525 09	41,735 77	53,260 86
Northwest Territories	500	.....	.....	.....
Totals	793,500	24,825 16	728,412 93	753,238 09*

*NOTE: Total payments as shown in column 4 do not include sales tax amounting to $3,308.30.

TABLE 10.—APPRENTICE TRAINING—FISCAL YEAR ENDED MARCH 31, 1954

Province	Enrolment								Total Enrolment	Hours' Training Part-time Classes	Day's Training Full-time Classes
	Part-time Classes		Full-time Classes				Correspondence Courses				
			Pre-Employment		Post-Employment						
	In Trg. Mar. 31/53	Apr. 1/53 to Mar. 31/54	In Trg. Mar. 31/53	Apr. 1/53 to Mar. 31/54	In Trg. Mar. 31/53	Apr. 1/53 to Mar. 31/54	In Trg. Mar. 31/53	Apr. 1/53 to Mar. 31/54			
Newfoundland	.....	10	.....	.....	.....	16	.....	4	30	261	895
Nova Scotia	326	329	.....	.....	7	103	15	16	796	42,408	4,094
New Brunswick	436	562	5	37	46	21	6	10	1,123	24,764	5,670
Ontario	.....	.....	.....	.....	387	1,891	.....	.....	2,278	.....	76,399
Manitoba	.....	.....	43	103	133	528	.....	.....	807	.....	21,968
Saskatchewan	.....	.....	.....	.....	.....	556	.....	.....	556	.....	14,423
Alberta	.....	.....	.....	.....	502	2,025	.....	.....	2,527	.....	70,512
British Columbia	16	1,496	.....	.....	1	140	93	20	1,766	65,493	2,991
Totals	778	2,397	48	140	1,076	5,280	114	50	9,883	132,926	196,946

TABLE 11.—ASSISTANCE TO VOCATIONAL SCHOOLS—SPECIAL ALLOTMENT FOR CAPITAL EXPENDITURES

Province	Buildings			Equipment		
	Federal Allotment	Claims Paid 1945-53	Claims Paid in 1953-54	Federal Allotment	Claims Paid 1945-53	Claims Paid 1953-54
	$	$ cts.	$ cts.	$	$ cts.	$ cts.
Newfoundland	219,185	.....	.....	73,065	.....	.....
Prince Edward Island	61,500	61,500 00	.....	20,500	20,499 99	.....
Nova Scotia	378,225	378,222 03	.....	126,075	68,136 56	.....
New Brunswick	324,750	324,750 00	.....	108,250	108,250 00	.....
Quebec	2,354,550	2,354,550 00	.....	784,850	784,850 00	.....
Ontario	2,273,625	2,183,866 87	89,758 13	757,875	354,127 09	179,933 84
Manitoba	492,000	362,862 20	10,277 16	164,000	68,612 04	5,844 88
Saskatchewan	643,650	643,650 00	.....	214,550	214,550 00	.....
Alberta	525,150	525,150 00	.....	175,050	175,050 00	.....
British Columbia	446,550	446,550 00	.....	148,850	148,849 99	.....
Northwest Territories	12,700	.....	.....	.....	.....	.....
Totals	7,731,885	7,281,101 10	100,035 29	2,573,065	1,942,925 67	185,778 72

TABLE 12.—ASSISTANCE TO VOCATIONAL SCHOOLS—ANNUAL ALLOTMENTS

Province	Federal Allotment*	Claims Paid 1945-53	Claims paid—1953-54 to April 30, 1954		
			For Previous Year	For 1953-54	Total Payments
		$ cts.	$ cts	$ cts.	$ cts.
Newfoundland	66,600	171,672 54	.....	63,497 69	63,497 69
Prince Edward Island	25,500	196,092 33	.....	25,500 00	25,500 00
Nova Scotia	106,000	521,817 87	29,463 23	90,096 16	119,559 39†
New Brunswick	89,800	727,599 34	.....	89,800 00	89,800 00
Quebec	638,100	4,888,344 85	15,555 35	638,100 00	653,655 35†
Ontario	597,500	4,720,500 00	.....	597,500 00	597,500 00
Manitoba	116,500	571,699 23	.....	116,500 00	116,500 00
Saskatchewan	137,500	1,043,469 02	.....	109,763 05	109,763 05
Alberta	147,600	1,099,269 74	.....	147,600 00	147,600 00
British Columbia	140,700	970,528 82	.....	140,700 00	140,700 00
Northwest Territories	4,200	.....	.....	1,500 00	1,500 00
Totals	2,070,000	14,910,993 74	45,018 58	2,020,556 90	2,065,575 48

*Includes unmatched grant of $10,000 to each province.

†Claims paid include carry-over from previous year.

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CANADA

DEPARTMENT OF LABOUR

ANNUAL REPORT
for the fiscal year
ended March 31, 1955

CANADA

DEPARTMENT OF LABOUR

ANNUAL REPORT

for the fiscal year ended March 31

1955

Edmond Cloutier, C.M.G., O.A., D.S.P.
Queen's Printer and Controller of Stationery
OTTAWA, 1955

To His Excellency, the Right Honourable Vincent Massey, C.H., Governor General and Commander-in-Chief of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour for the fiscal year ended March 31, 1955, all of which is respectfully submitted.

MILTON F. GREGG,
Minister of Labour.

REPORT OF THE DEPUTY MINISTER OF LABOUR FOR THE FISCAL YEAR ENDED MARCH 31, 1955

To The Honourable Milton F. Gregg,
Minister of Labour.

Sir,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ended March 31, 1955.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR H. BROWN,
Deputy Minister of Labour.

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Introduction

The Department of Labour was established under the authority of the Conciliation Act passed in 1900. The relevant provisions of that Act now appear in the Department of Labour Act *(R.S.C. 1952, c. 72).*

At its inception, the Department was responsible for aiding in the prevention and settlement of industrial disputes and the carrying out of the Fair Wages Policy adopted by the Government to ensure proper wage rates and hours of work for employees engaged on contracts with the Government of Canada. Another responsibility was the production of statistical and other industrial information. To quote from the Act, the Department was to "collect, digest, and publish, in suitable form, statistical and other information relating to the conditions of labour . . . institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue . . . a publication to be known as *The Labour Gazette* which shall contain information regarding conditions of the labour market and kindred subjects . . .".

Through the years, these basic duties have expanded and others have been added, so that the Department of Labour is now charged with the administration of a considerable body of important social legislation, and its activities in the field of manpower supply and demand have become increasingly important.

In September 1954, a Director was appointed to set up the new Women's Bureau in the Department of Labour. A report on the Bureau's activities during the fiscal year is contained in this Annual Report.

During the fiscal year, the Department administered the following statutes: Industrial Relations and Disputes Investigation Act; Conciliation and Labour Act; Fair Wages and Hours of Labour Act; Government Annuities Act; Vocational Training Co-ordination Act; Government Employees Compensation Act; Merchant Seamen Compensation Act; Reinstatement in Civil Employment Act; and Canada Fair Employment Practices Act. The Great Lakes Seamen's Security Regulations were administered during the year by the Department through the National Employment Service of the Unemployment Insurance Commission. The Fair Wages Orders in Council relating to Government contracts for building and construction and for equipment and supplies are enforced by the Department of Labour.

The Unemployment Insurance Act is administered by the Unemployment Insurance Commission, which reports to Parliament through the Minister of Labour. The Act provides that the Commission is responsible to the Minister in respect of the administration of the National Employment Service.

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The Department is also responsible for the administration of a number of activities dealing with special aspects in the field of labour.

The co-operative arrangement with the provincial governments concerning the farm labour program were continued during the fiscal year.

During the year a working committee, composed of officers of the Department and the Unemployment Insurance Commission, was set up to explore ways of implementing the recommendations contained in a report on seasonal unemployment presented to the National Advisory Council on Manpower during the previous year. The report outlined ways of reducing seasonal unemployment through co-operative action by employers, unions and property owners.

A co-operative research project between the Department and universities in the field of industrial relations was also continued during the year.

At March 31, 1955, there were 636 persons* on the staff of the Department of Labour, including 21 casual and prevailing rate employees, compared with 667 persons at March 31, 1954, including 31 casual and prevailing rate employees.

A financial statement for the Department is given in the Public Accounts of Canada.

Detailed information on the activities of the Department will be found in the chapters which follow.

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* This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined (regular and casual) staffs of which totalled 8,726 at March 31, 1955, compared with 8,625 at March 31, 1954.

Industrial Relations

Introduction

During the fiscal year under review, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected 196,837 employees. Since that statute went into effect on September 1, 1948, conciliation proceedings under its provisions have affected 754,354 employees.

From the inception of the Act to March 31, 1955, the Minister of Labour has appointed Conciliation Officers to deal with 313 disputes. In the same period he has established Conciliation Boards to investigate and report upon 125 disputes which were not settled by Conciliation Officers or otherwise, including seven disputes which were referred directly to Boards without preliminary mediation on the part of Conciliation Officers. Of the 317* disputes referred either to Conciliation Officers or to Conciliation Boards, 176 were adjusted by Conciliation Officers and 83 were settled by Conciliation Boards, while 9 lapsed and 24 remained pending on March 31, 1955. There were 25 disputes not settled. In 13 of these cases the conciliation proceedings failed to avert work stoppages.

The Minister and officers of the Department of Labour made their services available during the fiscal year in a number of industrial disputes, as indicated in the statistical table. Some of these disputes involved large numbers of workers; others involved relatively few. In the main, the disputes which made the most strenuous demands upon the conciliation service of the Department were disputes affecting the railways and the grain elevator operations at Port Arthur-Fort William.

In the early part of the fiscal year under review, the recommendations of the Board of Conciliation which had been appointed in the previous fiscal year to deal with matters in dispute between the Canadian National Railways, the Canadian Pacific Railway Company, the Toronto, Hamilton and Buffalo Railway and the Ontario Northland Railway and sixteen associated railway labour organizations representing some 145,000 non-operating employees of these companies, were submitted to the Minister of Labour. The Minister was informed that the Board recommendations were unacceptable to the unions and the railway companies. He then requested the parties to resume negotiations, which they did. Later the parties informed him that no settlement was reached.

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* The number of disputes has been adjusted from 320 to allow for cases treated as single disputes when dealt with by Conciliation Officers, which were later treated as mulitiple disputes and referred to more than one Conciliation Board and to allow for cases treated as multiple disputes when dealt with by Conciliation Officers which were treated as single disputes and referred to one Conciliation Board.

At this point the joint negotiating committee of the unions proceeded to take a strike ballot among the employees involved and later informed the Minister that they had voted in favour of strike action. The Minister then, with his officials, made a further effort to mediate the dispute, which was not successful. A subsequent effort by the Prime Minister to bring the parties into agreement did not succeed, whereupon he requested the parties to agree to arbitration of the matters in dispute. The terms of reference of the arbitrator were subsequently agreed upon by both parties and the Hon. Gordon McGregor Sloan, Chief Justice of British Columbia, was appointed Arbitrator.

The Arbitrator's Award was delivered to the parties on November 19, 1954. Its terms: five paid statutory holidays a year for hourly-rated employees. For work performed on these statutory holidays the Award fixed the rate of pay at double time. Hourly-rated employees were granted vacation with pay as follows: from one to three years' service, one week's vacation with pay; from three to 15 years' service, two weeks' vacation with pay; and 15 or more years' service, three weeks' vacation with pay. The union request for sick leave with pay was denied.

The Award left undetermined a number of lesser issues which had been in dispute, but recommended that the parties settle them by negotiation, with the proviso that should a mutually satisfactory agreement not be reached on any issue it could later be referred to the Arbitrator for decision. All such issues were resolved by negotiation with one exception: whether the five paid statutory holidays should be extended to dining car employees, sleeping car conductors and porters and express messengers.

After hearing the parties on this issue, the Arbitrator decided that his previous Award of five paid statutory holidays be extended to these classifications.

Another important railway dispute was one that involved the Brotherhood of Locomotive Firemen and Enginemen acting on behalf of 7,000 employees of the Canadian National Railways (Atlantic, including Newfoundland District, Central and Western Regions). The main issues in dispute were an increase of $1.35 per day or one hundred miles; one and one-half times the regular rate for work performed on statutory holidays; increased vacations with pay; a five-day week with no loss in take home pay for certain employees; a guarantee of five days pay per week for certain employees; and two assigned consecutive days off each week for certain employees.

A Conciliation Officer was appointed to deal with the dispute but was not successful and the Minister thereupon appointed a Board of Conciliation, which later rendered a unanimous report. The more important Board recommendations were a 20-per-cent increase over rate of pay existing on April 1, 1952, to maintain take-home pay; one week's vacation with pay after one

year's service; two weeks' vacation with pay after three years' service; three weeks' vacation with pay after 15 years' service; five-day week for certain hourly-rated employees; and that the Agreement between the Brotherhood and the Railway on consecutive days off should be applied to the Brotherhood of Locomotive Firemen and Enginemen with necessary changes due to differences in nature of work. The Board recommended against a wage increase as such; time and one half for work performed on statutory holidays; and a guarantee of five days per week. Both parties advised the Minister that the recommendations were acceptable as a basis for settlement.

Another dispute which made heavy demands upon the conciliation services of the Department was one involving the Lakehead Terminal Elevators Association representing 15 elevator companies at Fort William and Port Arthur. Some 1,200 of their employees were represented by Local 650 of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.

The Department's senior Conciliation Officer in Winnipeg was appointed to deal with the dispute and subsequently reported that he had been unable to effect a settlement. A Conciliation Board was then established.

The Board directed its efforts towards getting the parties back into negotiations on the issues in dispute with the result that it was able to report that the parties "had been successful in settling all the issues except wages". On this issue, the Brotherhood had requested that the base rate paid at the Lakehead be increased to the level of the wage rate paid by Vancouver elevator companies, with an additional ten cents per hour to compensate for the dust hazard.

The Board report signed by the Chairman and the nominee of the Brotherhood recommended a general increase of three per cent for all classifications affected. Following receipt by the parties of copies of the report of the Board, the Minister was advised by the Brotherhood that the Board's recommendations were unacceptable. The Association of employers stated that they saw no purpose in giving further consideration to the recommendations of the report in view of the decision of the Brotherhood.

Subsequently the Department arranged a further meeting in Ottawa between representatives of the parties. Some progress was made and a further meeting was arranged for a later date at the Lakehead. This meeting adjourned without results. A further conference between the parties initiated by the Canadian Vice-President of the Brotherhood was held at Fort William on March 29 but no further progress towards a settlement was made. As the fiscal year closed, the Brotherhood was proceeding with the taking of a strike vote.

There were no proceedings under the Conciliation and Labour Act during the fiscal year, its operations having been carried out, where necessary, under the Industrial Relations and Disputes Investigation Act.

The Industrial Relations and Disputes Investigation Act *

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948, and thus the year under review was the sixth in which the provisions of the Act were in full force and effect over the period of a complete fiscal year.

The Act in its legislative principles combines the long-tested cooling-off, investigation and conciliation features of the Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proved their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council, P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and of employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

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* For a review of the provisions of the Act, its application to industries within federal jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette,* November 1948, pp. 1255-61, and also the *Annual Report of the Department of Labour* for the fiscal year ended March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in the form of a Bill.

9. The establishment of a representative Board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

10. The appointment of Industrial Inquiry Commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the federal legislation in the application thereof to any industry.

The Act is divided into two parts:

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of collective agreements and settlement of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative Labour Relations Board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of Conciliation Officers, Conciliation Boards, Industrial Inquiry Commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the chapter entitled "Canada Labour Relations Board".

Regulations under the Act

A technical revision of the Industrial Relations and Disputes Investigation Regulations was made by the Governor General in Council by Order in Council P.C. 1954-1727 on November 18, 1954, and published in the *Canada Gazette* on December 8, 1954. (The text was scheduled for publication in the May 1955 issue of *The Labour Gazette.*) The Regulations are made pursuant to the provisions of Section 67 of the Industrial Relations and Disputes Investigation Act and their revision was made pursuant to the provisions of Section 9 of the Regulations Act *(R.S.C., 1952, c. 235).*

The Industrial Relations and Disputes Investigation Regulations prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour,

including requests for the appointment of Conciliation Officers and Conciliation Boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

Conciliation Proceedings under the Act

Sections 16 and 17 of the Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a Conciliation Officer to confer with the parties and attempt to effect an agreement. If a Conciliation Officer reports failure to bring about the settlement of a dispute, the Minister may appoint a Board of Conciliation and Investigation. The Act also provides that the Minister may appoint a Conciliation Board without prior reference to a Conciliation Officer, but the normal practice is the appointment of a Conciliation Officer in the first instance.

When a Conciliation Board is appointed, each party to the dispute is invited to nominate one person for appointment to the Board. The two members so appointed are then requested to recommend a third person for appointment as Chairman. If they fail to agree, the Minister selects the Chairman.

The first duty of a Board of Conciliation and Investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year, the Minister appointed 69 Conciliation Officers under Section 16 of the Industrial Relations and Disputes Investigation Act and in 11 other cases Conciliation Officers appointed before April 1, 1954, continued to function. In 48 of these 80 cases, settlements of the disputes were effected by the Conciliation Officers; in 26 cases, the Conciliation Officers were not able to settle the disputes and recommended the appointment of Boards of Conciliation and Investigation. In the remaining six cases, the Conciliation Officers were still functioning at the end of the fiscal year.

ANALYSIS OF CONCILIATION PROCEEDING UNDER THE INDUSTRIAL RELATIONS AND DISPUTES INVESTIGATION ACT, BY DISPOSITION OF CASES, FOR THE FISCAL YEAR AND FROM INCEPTION OF THE ACT

	April 1, 1954 to March 31, 1955		September 1, 1948 to March 31, 1955	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by Conciliation Officers at beginning of period	11	12,153	.....	.....
Disputes referred to Conciliation Officers	69	28,766	313	554,643
Total	80	40,919	313	554,643
Disputes settled by Conciliation Officers	48	17,427	176	56,297
Disputes not settled by Conciliation Officers	26	22,738	125	496,219
Disputes which lapsed; no further action required	....	.....	6	1,373
Disputes being dealt with by Conciliation Officers at end of period	6	754	6	754
Total	80	40,919	313	554,643
Disputes being dealt with by Conciliation Boards at beginning of period	5	155,918	.....	.....
Disputes in which parties were considering Conciliation Board recommendations at beginning of period	0	0	.....	.....
Disputes referred to Conciliation Board	25†	13,738	125*	514,258
Total	30	169,656	125	514,258
Disputes settled by Conciliation Boards	9	3,592	83	210,833
Disputes not settled by Conciliation Boards	3	145,862	21	282,983
Disputes which lapsed; no further Board action required	0	0	3	240
Disputes in which parties were considering Conciliation Board recommendations at end of period	12	19,749	12	19,749
Disputes being dealt with by Conciliation Boards at end of period	6	453	6	453
Total	30	169,656	125	514,258

* Includes 7 disputes not previously referred to Conciliation Officers.

† Includes 2 disputes which were referred as 2 cases to Conciliation Officers and later referred to one Board.

In the same period, the Minister appointed Boards of Conciliation and Investigation under Section 17 of the Act to deal with 25 disputes. Reports were also received from five Boards established during the previous fiscal

year. In respect of the 30 disputes dealt with by Conciliation Boards, settlements on the basis of Boards' reports were obtained in nine disputes by the end of the fiscal year; three disputes were not settled, and 18 disputes submitted to Boards were still pending at the end of the fiscal year. Legal strikes occurred in two disputes which were not settled by Conciliation Boards and the third dispute was settled by arbitration.

Other Proceedings before the Minister of Labour under the Act

Complaints to the Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received no complaints under Section 43 of the Industrial Relations and Disputes Investigation Act during the period from April 1, 1954, to March 31, 1955, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1955, the Minister of Labour received a total of six such complaints under Section 43 of the Act. One complaint was withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for result, see chapter on "Canada Labour Relations Board").

Applications to the Minister of Labour for Consent to Prosecute

The Minister received one application for consent to prosecute under Section 46 of the Act during the period April 1, 1954, to March 31, 1955. It was granted on three counts out of five.

During the period from September 1, 1948, to March 31, 1955, the Minister received a total of 14 such applications for consent to prosecute. Seven applications were granted, two refused, two referred to Industrial Inquiry Commissions and settled, one referred to a Conciliation Officer and settled, one withdrawn and one lapsed.

Complaints to the Minister of Labour of Violation of Provisions of the Industrial Relations and Disputes Investigation Act.

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a Conciliation Officer or by an Industrial Inquiry Commission.

One complaint under Section 44 was made to the Minister of Labour during the period from April 1, 1954, to March 31, 1955. It was investigated by a Conciliation Officer, whose report was duly referred to the parties; later an application for consent to prosecute was received in connection with the complaint (see above).

During the period from September 1, 1948, to March 31, 1955, a total of seven complaints under Section 44 were made to the Minister. In one case the Minister appointed an Industrial Inquiry Commission under Section 56 of the Act to investigate the complaint and it was subsequently dismissed. Two complaints were settled by the appointment of a Conciliation Officer, one complaint was withdrawn, two lapsed, and one developed into an application for consent to prosecute.

Industrial Inquiry Commissions under the Act.

Under Section 56 of the Act the Minister of Labour is empowered to appoint an Industrial Inquiry Commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a Commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the fiscal year, no Industrial Inquiry Commission was appointed. In all, since the inception of the Act, nine such appointments have been made.

Fair Wages Policy

The Fair Wages Policy of the federal Government was originally adopted as a Resolution of the House of Commons in 1900 and later expressed in an Act of Parliament and in a series of Orders in Council which were consolidated by Order in Council of November 3, 1949 (P.C. 5547).

The statute referred to is the Fair Wages and Hours of Labour Act. This Act, in addition to providing for the payment of "fair wages" on construction contracts, also limits the working hours on such projects to eight per day and forty-four per week.

On December 22, 1954, Order in Council P.C. 5547 and the amendment of September 24, 1952 (P.C. 4138) regarding non-discrimination provisions were consolidated by Order in Council P.C. 1954-2029.

Regulations under the Fair Wages and Hours of Labour Act as set out in P.C. 6801 of November 23, 1940, were revised on December 22, 1954, by Order in Council P.C. 1954-2030 to further provide that all cases of default in the payment of wages to employees by the contractor or other party charged with payment of wages under a contract shall be referred to the Minister for investigation and determination of the amount in default, and also to provide that where a department has occasion through a breach of contract by a contractor to seize his security and to withhold moneys due under a contract, the department shall immediately notify the Deputy Minister of Labour.

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appears on pp. 26-28 of the *Annual Report of the Department of Labour* for the fiscal year ending March 31, 1950.

Wages and Conditions applying on Works of Construction, Repair, Remodelling and Demolition

During the fiscal year ending March 31, 1955, the Department of Labour issued 1,909 schedules of Fair Wages and Conditions of Employment as compared with 1,585 during the fiscal year 1953-54 and 1,600 during the fiscal year 1952-53. The approximate total value of contracts reported to the Department as having been awarded during the last fiscal year was $284,140,449.75 compared with $144,540,084.34 for the fiscal year 1953-54. During 1954-55 the sum of $23,221.72 was collected and was distributed to 605 workers. During the fiscal years 1953-54 and 1952-53 such collections totalled $7,902.38 and $19,198.61 respectively.

Wages and Conditions applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the manufacture of supplies and equipment include the standard Labour Conditions of the Department of Labour as a provision of the contract. During the fiscal year under review, 2,374 contracts were awarded, with an approximate value of $28,507,059.95. During the same period 47 statutory declarations listing the classifications of workers employed on such contracts, their wage rates and hours of work were submitted to the Department for review.

All complaints with respect to failure of contractors to observe provisions of the labour conditions of contracts were investigated. During the year a policy of regular inspections was established and fair wage officers made 394 inspections of various contracts. These inspections cover wages, hours, classifications and non-discrimination in hiring.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules; and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

Treasury Board Order T. B. 478800 of November 10, 1954, effective December 1, 1954, amended the Prevailing Rate Employees General Regulations (previously T.B. 458000) and established, among other things the

method of determining the rate of pay of these exempt employees. The rate of normal pay and the rate and conditions of extra pay for these employees in each unit in the public service is fixed by Treasury Board after consultation with the Department of Labour.

T. B. 478900 of November 10, 1954, effective December 1, 1954, amended the Ships' Officers Regulations (previously T. B. 467500) and provided, among other things, that the salary rates of officers on government ships should be determined or approved in terms of annual rates by the Treasury Board after consultation with the Department of Labour.

The Ships' Crews Regulations T. B. 478801 of November 10, 1954, effective December 1, 1954, amended T. B. 469600 and included the provision that the rates of salary of employees or groups of employees in the crews on government vessels should be determined or approved in terms of monthly rates by the Treasury Board after consultation with the Department of Labour.

T. B. 482506 of February 8, 1955, the Commissionaire Services Regulations, effective April 1, 1955, revoked T. B. 434590 and included the provision that amounts payable under agreements between government departments and Canadian Corps of Commissionaires should be based on such rates for each Commissionaire supplied by the Corps as the Treasury Board, after consultation with the Department of Labour approves.

There are in the Government service in Canada about 38,000 of these employees exempt from the operation of the Civil Service Act; they are employed in public buildings, parks, forests, on canals, special projects and government vessels. This number is exclusive of about 3,650 Commissionaires of the Canadian Corps of Commissionaires whose services are utilized by government departments and agencies at various locations across Canada.

During the fiscal year 1954-55 the number of wage rate recommendations made for the establishment of rates of pay for prevailing rate employees of the Government was 6,250. Approximately 360 different occupational classifications were represented in the recommendations made.

The corresponding figures for the fiscal year 1953-54 were 6,128 recommendations involving about 400 occupational classifications.

During the fiscal year 1954-55, there were 339 surveys conducted by field officers of the Department to obtain information as to the wage rates paid by private employers in the many areas across Canada where prevailing rate employees of the Government were also employed. In determining the appropriate rates for these employees, the wage returns collected by the Economics and Research Branch, the rates established by collective agreements and the wage rates specified in some provinces by legislation were also examined. In the fiscal year 1953-54 these surveys numbered 352.

Labour-Management Co-operation Service

The work of encouraging labour-management co-operation though the formation of joint consultative committees has been carried on by the Labour-Management Co-operation Service since May 15, 1947. Prior to that, this work was administered by the Industrial Production Co-operation Board.

Since it was established, the Service has had the support of both organized labour and management. An advisory committee comprising representatives of employers' associations and trade union congresses advises the Minister of Labour on matters relating to the administration of the Service. The present committee was appointed under Order in Council P.C. 2527, dated May 30, 1951.

During the fiscal year the growth in the number of labour-management production committees continued. At April 1, 1954, the total number of committees was 995. At March 31, 1955, this figure had risen to 1,029.

At December 31, 1954, a total of 318,562 Canadian workers was represented on the established committees. In manufacturing industries, 169,102 employees were represented on 523 committees; in transportation, 63,152 workers on 191 committees; in mining, 21,894 workers on 21 committees; in service industries, 24,720 workers on 91 committees; in communications, 31,512 workers on 156 committees. Retail and wholesale trade, construction and finance accounted for 61 committees covering 8,482 employees.

To aid labour and management in forming joint consultative committees, the Labour-Management Co-operation Service maintains a staff of trained industrial relations officers in industrial centres from coast to coast. Branch offices are located at Amherst, Nova Scotia; Montreal and Three Rivers in Quebec; Toronto, Hamilton and Windsor in Ontario; Winnipeg, Manitoba; and Vancouver, B.C.

As an aid to the promotional work of the field representatives, the Service prepares and distributes publicity material, research data, films and other information. This material is used in organizing new committees, and to assist established committees to function more effectively.

During the fiscal year under review, no new titles were added to those already existing.* The research and publicity staff supplied information, and answered many enquiries concerning labour-management co-operation. In addition, specific projects were undertaken for the benefit of individual labour-management committees.

The Service also issues a regular monthly bulletin, *Teamwork in Industry*. During the fiscal year under review the combined circulation, English and

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* For a list of available publications on labour-management co-operation, see *Annual Report of the Department of Labour, 1954,* page 18.

French, averaged 14,500 copies per month. *Teamwork in Industry* reports on the activities of outstanding labour-management committees and contains information and general articles on joint consultation and labour-management co-operation. A monthly condensation of the highlights in this publication is printed in *The Labour Gazette.*

A new series of 12 posters in colour dealing with safety, waste, absenteeism, and other subjects of interest to labour-management committees was issued. Each poster was accompanied by a pay envelope message amplifying the subject of the poster. During the fiscal year, requests for 20,115 posters and 182,075 pay envelope messages were received from established committees.

Among the activities most frequently reported by labour-management committees were: improved production efficiency, improved quality, reduction of waste, measures to promote better understanding between management and labour, accident prevention, good housekeeping, reduction of absenteeism.

The Canada Fair Employment Practices Act

The Canada Fair Employment Practices Act came into effect on July 1, 1953. It applies to employers and trade unions whose operations fall within federal jurisdiction and is designed to prevent and eliminate discrimination in employment based on race, colour, religion or national origin.

Under the Act, no employer may discriminate against any person in regard to employment because of his race, colour, religion or national origin, and no trade union may exclude anyone from membership or discriminate against anyone in regard to membership or employment on these grounds. The Act prohibits the use of advertisements, application forms or other inquiries in connection with employment which express, directly or indirectly, any limitation, specification or preference as to race, colour, religion or national origin. The use of employment agencies which practise discrimination is also forbidden.

As part of a continuing program of educational publicity under the Act, two series of radio talks, one in English and one in French, were arranged by the Department during the year. The talks, given by prominent Canadians and dealing with different aspects of the discrimination problem, were carried by radio stations in all parts of Canada and were subsequently printed in leaflet and booklet form. Other publicity measures included a large-scale distribution of pamphlets and posters describing the provisions of the Act.

Between July 1, 1953, when the Act came into effect, and March 31, 1955, a total of 11 complaints were made under the Act. Of the eight made during the past fiscal year, six were settled either by direct investigation and conciliation or by correspondence, and two were under investigation as of March 31, 1955.

Great Lakes Seamen's Security Regulations

The Great Lakes Seamen's Security Regulations originally became effective on March 22, 1951, pursuant to the provisions of Order in Council P.C. 1439, which was passed under the Emergency Powers Act. Amendments to the Regulations have been made from time to time, based upon the results of experience in their administration and upon representations received in the course of consultation with representatives of the shipping industry and of trade unions.

The Regulations lost their effect when the Emergency Powers Act lapsed on May 31, 1954. Subsequently, Parliament passed an Act to amend the Navigable Waters Protection Act by adding thereto a new Part IV, to continue in force for a period of three years, conferring authority upon the Governor in Council to make regulations in the interest of the safety or security of Canada respecting the employment of seamen on board Canadian ships in the Great Lakes. On June 10, 1954, by Order in Council P.C. 1954-862, the Regulations were re-established in essentially similar form. The only change of importance was the addition of a section providing for the continuation of Seamen's Cards already issued and of the forms prescribed by the Minister of Labour that were issued and used under the old Regulations. Pursuant to Section 21 of the Regulations the Minister of Labour made an Exemption Order on June 16, 1954. This, too, was in essentially similar form to the previous Exemption Order, its purpose being to exclude from the application of the Regulations certain special types of shipboard employment such as operations on harbour police patrol boats, harbour firefighting boats, and fishing vessels that do not pass through canal or lock. The texts of the new Regulations and of the Exemption Order were published in the *Canada Gazette* (Part II) of June 23, 1954.

Briefly, the purpose served by the Regulations is to ensure, by means of a screening process, that only persons who are trustworthy as regards national security are permitted to sail on vessels plying the vital waterways of the Great Lakes area and the Upper St. Lawrence River. The area affected includes Lakes Ontario, Erie, Huron (including Georgian Bay), Michigan and Superior, their connecting waters, and the St. Lawrence River as far east as the lower exit of the Lachine Canal and the Victoria Bridge at Montreal.

The Regulations were adopted in the light of the existing international situation and they parallel and complement the security screening provisions applicable to seamen employed on U.S. vessels operating in these waters.

The Regulations are administered by the Department of Labour through the National Employment Service of the Unemployment Insurance Commission.

Canada Labour Relations Board

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union, and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent Chairman. There is also a Vice-Chairman who acts as Chairman in the absence of the latter. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board (mentioned above). In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

Under the provisions of the Regulations Act *(R.S.C. 1952, c. 235)*, which provide for the preparation and publication of consolidations of Regulations, the Rules of Procedure were consolidated and re-issued during the year. The consolidation, given effect through Order in Council P.C. 1954-1727 of November 18, 1954, includes the original Rules and subsequent amendments. Other changes were of a minor nature and were made for purposes of convenience in drafting, conformity with other Regulations, and clarity of meaning.

The consolidation of the Rules was published in the *Canada Gazette* on December 8, 1954. (The text of the consolidation was scheduled for publication also in the May 1955 issue of *The Labour Gazette*).

Hearings of the Board

During the fiscal year 1954-55, the Canada Labour Relations Board held 15 meetings, usually holding one or two-day sessions each month. In addition to other activities, statistics of which are given below, 24 hearings were held either at the wish of the parties concerned or by direction of the Board. Twenty-four employers and 33 trade unions were represented before the Board.

About one-half of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings under the Industrial Relations and Disputes Investigation Act

During the fiscal year ended March 31, 1955, the Canada Labour Relations Board received 53 applications for the certification of bargaining agents which directly affected 8,881* workers. The Board disposed of another 12 applications for certification which were under investigation at the close of the previous fiscal year. Of these 65 applications, which directly affected 9,378* workers, 34 were granted, five rejected and 12 withdrawn. At the end of the fiscal year, the remaining 14 were still under investigation. During the fiscal year the Board ordered 14 representation votes.

From September 1, 1948, the date on which the Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1955, the Board disposed of a total of 508 applications for certification directly affecting some 92,947 workers, 317 applications being granted, 110 rejected and 81 withdrawn. Since September 1, 1948, the Board has ordered 99 representation votes in applications for certification and three votes in applications for revocation of certification.

Complaints of Failure to Bargain Collectively Referred to the Canada Labour Relations Board

During the fiscal year ended March 31, 1955, no complaints made under Section 43 of the Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

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* Preliminary estimate, subject to revision.

From September 1, 1948, to March 31, 1955, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Canada Labour Relations Board for Revocation of Certification

Section 11 of the Industrial Relations and Disputes Investigation Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

The Board received and granted one application for revocation during the fiscal year under review. In all, since the inception of the Act, 16 applications for revocation have been received, eight being refused, seven granted, and one withdrawn.

Applications to Canada Labour Relations Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning of Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. The Board received one such application during the fiscal year under review. At the request of the Board the parties discussed and agreed upon the terms of a procedure and a Board order was not necessary. In all, since the inception of the Act, four applications have been received, one being granted, two rejected, and one settled as reported above.

Canadian Government Annuities

The Government Annuities Act (R.S.C., 1952, c. 132) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age".

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in 45 communities across Canada. Full information is available to the public through these sources or from the nearest Accounting Post Office. The Government Annuities scheme is also brought to the public's attention by advertisements in newspapers and periodicals.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding 20 years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have made extensive use of Government Annuities for pensions for their employees and members. Under the first retirement annuity agreements, employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become more than half of the total.

Financial Statement—From September 1, 1908, the date of inception of the Annuities Branch, up to and inclusive of March 31, 1955, the total number of new individual contracts and certificates issued was 393,232. Table 1 (A) shows the number of individual contracts and certificates issued and net receipts by five-year periods, and Table 1 (B) gives this information by fiscal years, from 1947 to 1955, inclusive, the number for the fiscal year under review being 24,542. Of these, 1,296 were immediate annuities, 4,946 were contracts with individual annuitants for deferred annuities, and 18,300 were certificates issued under all group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1954-55 under new group contracts. There was a total of 966 group contracts, under which, at the date under review, 164,012 active registrations were in effect (compared with 147,523 for the previous year), and 17,042 persons had been retired on pension.

The total net receipts since September 1, 1908, were $906,261,558.86, net receipts for the year under review being $68,594,250.49. These sums represent total receipts less premiums refunded without interest because of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund on March 31, 1955, was $864,543,038 (See Table 2). This included the sum of $371,520.69 transferred to maintain the reserve.

On March 31, 1955, annuity payment was being made under 68,130 contracts and certificates and was deferred under the remaining 281,531 (See Table 3). The total amount of annuity payable under vested contracts was $32,766,286, an average of $481 per contract. The value of all outstanding liabilities was $864,543,038, of which $342,103,975 was the value of vested annuities, $522,184,888 the value of deferred annuities, and $177,888 the reserve held for payment of benefits by instalments, the remainder being advance premiums.

Analysis of Vested Annuities—Tables 4 (A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1955, under the first five classes in Table 3 (existing single lives without and with guaranteed period). The number of contracts analysed was 60,198—an increase of 3,461 or 6·1 per cent over the number for the previous year. From Table 4 (A), which shows the distribution of contracts by amount of annuity, it may be seen that 65·3 per cent of the annuities were for amounts under $600, 21·7 per cent for $600 but less than $1,200 and 13 per cent for $1,200 or over. (Some of the latter will reduce to less than $1,200 when the annuitants attain age 70.) In Table 4 (B) the classification is by sex and age of annuitant and shows the largest age group to be 70-79 in total. The arithmetic average of attained ages under these vested contracts was 68·8 years, an increase of 0·3 years over the previous year.

Under vested annuity contracts, 2,537 deaths were reported during the year, the average age at death being 75·8 years, an increase of 0·7 years over the previous year.

Up to March 31, 1955, fifteen annuitants—eight males and seven females—had attained the age of 100 years, four of them still living.

Reducing Annuities and Temporary Annuities are increasing in popularity as the public realizes the advantage of correlating annuity income and Old Age Security payments. During the year 18 per cent of maturing annuities were settled on these optional bases, and 18 per cent of new immediate annuities issued under age 70 were reducing annuities.

Second Quinquennial Mortality Study—During the year, the mortality experience for the five-year period from contract anniversaries in 1948 to contract anniversaries in 1953 was classified and examined. The figures show that the mortality basis adopted in 1948 is still adequate in bulk for the sale of new contracts.

TABLES 1 (A) AND 1 (B)—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS BY FIVE-YEAR PERIODS TO MARCH 31, 1953, AND BY FISCAL YEARS 1947-1955 INCLUSIVE

TABLE 1 (A)			TABLE 1 (B)				
Five-Year Period From April to March 31	Individual Contracts and Certificates Issued	Net Receipts "000" Omitted	Fiscal Year Ending March 31	Individual Contracts Issued	Group Certificates Issued	Total Contracts and Certificates Issued	Net Receipts "000" Omitted
		$					$
1908†-13	3,106	1,737	1947*	13,174	30,411	43,585	72,010
1913-18	1,379	1,912	1948*	14,237	26,708	40,945	75,068
1918-23	1,162	3,039	1949*	6,463	29,869	36,332	64,311
1923-28	3,289	10,743	1950*	5,389	15,689	21,078	63,133
1928-33	7,458	18,783	1951*	6,747	15,028	21,775	59,648
1933-38	26,229	78,895	1952*	4,903	12,135	17,038	57,549
1938-43	47,727	97,041	1953*	4,799	13,634	18,433‡	62,787
1943-48	145,218	253,709	1954	5,305	13,161	18,466‡	64,380
1948-53	114,656‡	307,429	1955	6,242	18,300	24,542‡	68,594
Totals, omitting years marked * included in Table 1 (A)						393,232‡	906,262

† From Sept. 1, 1908.

‡ *Note*: The figures do not include 21,911 contracts and certificates issued to previous purchasers of 3% contracts who applied for new contracts or certificates at the new 3½% rates and discontinued paying premiums on their old contracts or certificates.

TABLE 2—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR ENDING MARCH 31, 1955

Fund	
Fund, April 1, 1954	$798,454,014.00
Receipts, 1954-55, less disbursements	65,717,503.31
Transfer to maintain reserve	371,520.69
Fund, March 31, 1955	864,543,038.00
Liabilities	
Valuation of annuities outstanding	864,543,038.00
(See table 3)	
Receipts	
Immediate annuities	8,086,322.77
Deferred annuities	61,956,789.48
Interest to March 31, 1955	31,638,652.00
Total	101,681,764.25
Disbursements	
Vested annuities	31,522,166.87
Commuted values	420,947.96
Premiums returned with interest (Including instalment death benefits)	2,572,284.35
Premiums returned without interest	1,448,861.76
Total	35,964,260.94
Receipts less disbursements, 1954-55	65,717,503.31
Total	101,681,764.25

DISTRIBUTION OF FUND BY INTEREST RATE

Interest rate	Fund at 31/3/55
4 %	$709,794,337.00
3 %	80,736,441.00
3½%	74,012,260.00
Total	$864,543,038.00

TABLE 3—VALUATION, MARCH 31, 1955 OF ANNUITY CONTRACTS AND CERTIFICATES

Classification	Number	Amount of Annuity	Present Value of Annuities in Force
Vested:		$	$
Males, Ordinary Annuities	12,344	5,328,663	43,400,248
Females, Ordinary Annuities	16,700	6,132,896	60,319,143
Males, Guaranteed Annuities	16,301	9,110,651	99,278,769
Females, Guaranteed Annuities	13,449	7,011,620	92,988,538
Reducing at Age 70	1,404	1,306,971	11,115,385
Last Survivor Ordinary	3,419	1,588,572	20,310,737
Last Survivor Guaranteed	867	513,810	7,243,439
Annuities Certain (after death)	3,390	1,710,752	7,145,189
Temporary Annuities	256	62,351	302,527
Total Vested	68,130	32,766,286	342,103,975
Deferred Contracts and Certificates	281,531	.....	522,184,888
Death Benefits by Instalments	.....	.....	177,888
Advance Premiums	.....	.....	76,287
Totals	349,661	.....	864,543,038

TABLE 4—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN FORCE ON MARCH 31, 1955

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	24,432	40·6	40·6
$300 and less than $600	14,907	24·7	65·3
$600 and less than $900	9,988	16·6	81·9
$900 and less than $1,200	3,051	5·1	87·0
Exactly $1,200	7,323	12·2	99·2
Over $1,200	497	·8	100·0
Totals	60,198	100·0	.....

(B) By Sex and Age of Annuitant

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	346	1·2	583	1·9	929	1·5	1·5
40–49	613	2·1	1,023	3·3	1,636	2·7	4·2
50–59	1,986	6·7	3,487	11·4	5,473	9·1	13·3
60–69	11,709	39·5	10,771	35·2	22,480	37·4	50·7
70–79	12,362	41·8	10,402	34·0	22,764	37·8	88·5
80–89	2,392	8·1	3,968	13·0	6,360	10·6	99·1
90 and over	190	·6	366	1·2	556	·9	100·0
Totals	29,598	100·0	30,600	100·0	60,198	100·0	.....

Special Services

In addition to administering the federal-provincial farm labour program during the fiscal year 1954-55, the Special Services Branch arranged for movements of workers between Canada and the United States as required and continued its liaison with associations and employers in the forest industries in regard to manpower problems of the industry.

The Branch also continued its work in relation to the selection and reception of immigrants who came forward in group movements. This activity was carried out in co-operation with the Department of Citizenship and Immigration and the National Employment Service.

These activities are dealt with separately hereunder.

Federal-Provincial Farm Labour Program

To assist the provinces in carrying out their farm labour programs, agreements covering operations for the fiscal year 1954-55 were entered into with each of the provinces except Newfoundland. Under these agreements, the federal Government and the provinces shared expenses incurred in organizing the more efficient use of manpower in agriculture and in recruiting, transporting and placing workers on farms and in related industries. The amounts allocated to the provinces under these agreements were: Prince Edward Island, $8,000; Nova Scotia, $12,000; New Brunswick, $11,000; Quebec, $30,000; Ontario, $100,000; Manitoba, $20,000; Saskatchewan, $45,000; Alberta, $60,000; and British Columbia, $30,000.

As in previous years, it was necessary to move large numbers of workers within the provinces to meet seasonal requirements. Included were workers for small fruit picking, truck gardening and canning crops, sugar beet growing, tobacco harvesting, tree fruit harvesting, potato picking and hay and grain harvesting.

When the demand for farm workers could not be met within a province, arrangements were made to move workers between provinces. Details of the organized interprovincial movements are set out in the following table:

TABLE 1—INTERPROVINCIAL FARM LABOUR MOVEMENTS DURING THE FISCAL YEAR ENDED MARCH 31, 1955

Type of Movement	From	To	Number of Workers
Fruit Picking	Saskatchewan, Alberta	British Columbia	169
Hay Harvesting	Prairies	Ontario	279
Hay Harvesting	Maritimes	Ontario	489
Grain Harvesting	Ontario, Quebec	Prairies	625
Fruit Picking (Students)	Quebec	Ontario	27
Potato Picking	Nova Scotia, New Brunswick	Prince Edward Island	500

Immigration, as in recent years, was again during 1954-55 an important factor in meeting farm labour requirements. During the calendar year 1954, more than 11,000 immigrants of working age classified as agricultural workers were admitted to Canada.

Through organized movements of farm workers within Canada and the entry of immigrant farm workers, the requirements of agriculture were met and there were no crop losses resulting from labour shortages reported during the year.

Each year officials concerned in the administration of the federal-provincial farm labour program meet at Ottawa to review the year's operations and to make plans for meeting labour requirements in agriculture and related industries during the coming year. The 12th Federal-Provincial Farm Labour Conference was held in Ottawa December 9 and 10, 1954, and was attended by representatives from all provinces except Newfoundland, head office and regional officials of the National Employment Service, officials of the Federal Departments of Citizenship and Immigration, Trade and Commerce, Agriculture, and Labour. Representatives of the Canadian Federation of Agriculture, the United States Employment Service, the Canadian National Railways and several of the Embassies in Ottawa also attended.

Organized Movements of Workers between Canada and the United States

The shortage of woods labour in the northern New England states and the availability of skilled woods workers in the border areas of Quebec and New Brunswick led to an arrangement during the war years whereby Canadian woods workers could be recruited by approved American employers under a quota arrangement. This arrangement has been carried on in the post-war years, changes considered necessary in the agreement being worked out between the Department of Labour of Canada and the United States Department of Labor. The present quota stands at 9,900. Applications for Canadian woods workers are made by American operators to the United States Immigration Department and certified by the United States Department of Labor. Allocations are then made in accordance with the agreement.

The numbers of Canadian workers employed under the agreement in recent years were as follows:

TABLE 2—NUMBERS OF CANADIAN WOODS WORKERS EMPLOYED IN THE UNITED STATES AT FOUR SPECIFIED DATES DURING THE YEARS 194 TO 1954 INCLUSIVE

	March 1	June 1	September 1	December 1
1947	6,800	4,700	5,750	7,750
1948	5,300	5,700	5,300	5,800
1949	4,050	2,150	2,150	1,900
1950	1,800	2,400	2,950	5,500
1951	5,848	4,570	6,324	7,495
1952	5,825	4,950	4,750	4,525
1953	4,100	3,670	3,848	4,875
1954	3,996	3,589	3,414	4,742

There is a very high rate of turnover on these woods operations in the United States and men are crossing the border almost continuously to take jobs. Therefore, the figures shown in Table 2 do not represent the total number of men who have been employed.

For many years there have been seasonal movements of various classes of agricultural workers to and from the United States, such as potato pickers from Quebec and New Brunswick, who assist in the harvesting of potatoes in the State of Maine, and the movement of tobacco curers from the United States to Quebec and Ontario. In recent years these movements have all been placed on an organized basis through agreement with the United States authorities. Particulars of such organized movements between the United States and Canada during the fiscal year are shown in Table 3.

TABLE 3—MOVEMENTS OF FARM LABOUR AND EQUIPMENT BETWEEN CANADA AND THE UNITED STATES DURING THE FISCAL YEAR ENDED MARCH 31, 1955

Type of Movement	From	To	Number of Workers
1. Potato Pickers	Quebec, New Brunswick	Maine	5,500
2. Potato Pickers	Quebec	New York State	100
3. Maple Sugar Harvesters	Quebec	New England States	400
4. Bean Harvesters	New Brunswick	Maine	1,000
5. Tobacco Workers	Southern States	Ontario, Quebec	1,700
6. Apple Pickers	Quebec	New York State	100
7. Harvesting outfits	Mid-Western States	Prairie Provinces (Combines)	125

Selection, Reception and Placement of Immigrant Workers who Came Forward in Group Movements

During the fiscal year ended March 31, 1955, a total of 3,736 immigrants came to Canada in organized group movements. This included 1,021 persons for farm work, 1,887 persons for domestic service, 600 men for railway track maintenance work and 228 general labourers. This was the smallest number of persons to come forward in group movements since 1946-47.

Employers requesting the services of these immigrant workers were required to sign an undertaking that they would provide employment for at least twelve months at wages and other working conditions not less favourable to the worker than those which apply to similar classifications of employment in the district. The workers signed an undertaking to the Minister of Labour

agreeing to accept the employment for which they were selected or such other employment as might be arranged for them by an authorized representative of the Minister, for a period of at least twelve months. Workers who fulfilled their undertaking by remaining in assigned employment for a one-year period were given a card bearing a facsimile of the signatures of the Minister and the Deputy Minister of Labour, certifying that their obligation in this connection had been discharged.

The Department of Labour continued to assume the cost of inland transportation for domestics and farm workers who came forward in group movements and who were placed in employment by the National Employment Service and the Federal-Provincial Farm Labour Committees, provided that the worker remained in the employment to which he or she was assigned for a period of one year.

Wherever possible, workers who came forward in group movements were sent directly to their destination from the port of entry. There were, however, some classes of workers, such as female domestic workers, couples for domestic employment, nurses and nurses' aides, some farm workers and a few other categories which it was preferable to have interviewed by employment officers in Canada prior to making final placements. To provide temporary accommodation and a suitable place for interviewing and counselling, the Department of Labour continued to operate its hostel at St. Paul l'Ermite, 22 miles east of Montreal. The number of immigrants who passed through the hostel during the year was 2,034.

Since the first group movement of Polish veterans in 1946, to March 31, 1955, 91,628 immigrants have come to Canada in group movements and have been placed in employment through the National Employment Service and the Department of Labour. Farm workers constitute the largest single group brought forward during this period, there having been 31,988 workers. The next largest single group was made up of domestic workers, including both single girls and married couples, there having been a total of 21,157 in this classification. Table 4 shows the number of workers in the various occupational classifications who came forward in group movements for each of the fiscal years from 1946 to March 31, 1955.

Very soon after the group movements began it was found that some of these immigrants required hospital and medical care within a short time after their arrival in Canada. In most cases the immigrants were unable to pay the expenses of hospital and medical care required and provincial and municipal authorities were reluctant to accept responsibility for payment of such expenses as the immigrants lacked residence qualifications. To meet this problem, the Department of Labour was given authority to pay hospital and medical expenses incurred by certain indigent immigrants who, at the time the expenses were incurred, had been in Canada less than six months.

The Minister of Labour was also given authority to enter into agreements with the provinces to provide for the sharing of hospital and medical expenses incurred by certain indigent immigrants during the one-year period following their entry into Canada and, in 1948, agreements of this type were

TABLE 4—WORKERS BROUGHT TO CANADA IN GROUP MOVEMENTS BY FISCAL YEARS

Classification	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	Total
Woodsworkers	.....	3,472	1	10	887	2,639	.....	.....	.....	7,009
General Labourers	.....	.....	1,106	13	1,636	3,969	161	264	228	7,377
Miners	.....	1,003	1,964	957	649	1,606	.....	.....	.....	6,179
Farm Workers										
Single Male	2,876	1,651	2,828	1,602	1,272	3,519	2,268	2,448	332	18,796
Couples	.....	.....	356	690	290	534	80	478	26	2,454
Families	.....	.....	5	118	86	196	48	166	16	635
Sugar Beet Workers	.....	.....	.....	233	245	26	.....	.....	.....	504
Sugar Beet Families	.....	.....	772	1,138	704	1,185	1,073	1,506	466	6,844
Special Church Groups	.....	.....	.....	340	532	969	832	405	181	3,259
Construction										
Hydro	.....	251	1,797	452	.....	.....	.....	.....	.....	2,500
Track Maintenance	.....	390	1,741	251	298	890	925	1,142	600	6,237
Other	.....	.....	248	13	.....	.....	.....	.....	.....	261
Manufacturing										
Metal	.....	207	159	10	.....	.....	.....	.....	.....	376
Textile and Apparel	.....	867	2,065	432	38	256	.....	.....	.....	3,658
Boot and Shoe	.....	.....	98	10	14	11	.....	.....	.....	133
Other	.....	.....	67	74	.....	.....	.....	.....	.....	141
Services										
Domestics	.....	1,721	6,073	1,307	625	1,337	1,802	3,318	1,814	17,997
Domestic Couples	.....	82	418	700	476	862	14	224	68	2,844
Widows with Children	.....	.....	94	104	24	43	.....	1	5	271
Restaurant Workers	.....	.....	.....	13	21	11	.....	.....	.....	45
Nurses	.....	.....	45	21	3	8	.....	.....	.....	77
Miscellaneous	.....	.....	789	1,779	637	826	.....	.....	.....	4,031
Totals	2,876	9,644	20,626	10,267	8,437	18,887	7,203	9,952	3,736	91,628

completed with Prince Edward Island, Manitoba, Saskatchewan, and British Columbia. Similar agreements were entered into with Quebec and Ontario but the agreements with these provinces provided for the payment of hospital expenses only and no provision was made for the handling of the costs of medical care.

The agreements with Prince Edward Island and Quebec are still in effect but during 1952 and 1953 the Minister of Citizenship and Immigration negotiated new agreements on a broader basis with the provinces of Newfoundland, Nova Scotia, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia. During 1954-55 a similar agreement was entered into by the Minister of Citizenship and Immigration with the Northwest Territories Administration. On completion these agreements were turned over to the Department of Labour for administration purposes. The new agreements provide for hospital care for all indigent immigrants during their first year in Canada and some provide also for welfare assistance and medical care.

To provide facilities for Canadian employers wishing to recruit workers from the United Kingdom, the Department continued to operate an office in London, England, during 1954-55. The service provided is in effect an extension of the coast-to-coast clearance system of the National Employment Service in Canada. Under this arrangement, Canadian employers who are unable to obtain the workers they require within Canada may have their orders put "in clearance" to London, England. The Department's office in London works very closely with the British Ministry of Labour and National Service in the selection of these workers, who are for the most part technical and professional personnel. In some cases the employer sends a representative of his own to the U.K. to make the final selection following preliminary screening by the Department. In other cases employers rely on departmental officers to make the final selection.

Another function of the London office is to provide a counselling service for prospective immigrants who are seeking information concerning employment prospects and working and living conditions in Canada.

Woods Labour

In view of the importance of forestry as a basic primary industry and its close association with agriculture in regard to manpower, the Special Services Branch maintains close liaison with associations and employers in the forest industries with particular reference to their manpower problems.

To provide an adequate supply of workers for the forest industries, it has been necessary at various times since 1945 to carry out special campaigns in co-operation with the industry to encourage workers to take employment in the woods during the winter cutting season, and to bring forward immigrant workers selected in Europe for woods work.

Employment in the industry during the 1954 season was somewhat above 1953 levels but the demand for woods labour during the year was met with little difficulty, no special measures being necessary.

Economics and Research Branch

The Economics and Research Branch serves as the central federal agency for economic analysis and research in the labour field. The Branch undertakes analytical and research work on many aspects of labour, including wages, hours, working conditions, union organization, collective bargaining, manpower utilization, employment and unemployment, productivity and occupations.

Basic information for these studies is obtained from regular and special surveys of employers and unions and from statistical and research agencies, both government and otherwise. Some of the survey and analytical work is carried out in close co-operation with other government agencies, including the Dominion Bureau of Statistics, the Unemployment Insurance Commission and Central Mortgage and Housing Corporation.

The results of the analysis of survey data and of research studies are made available to labour and management, to the United Nations and the International Labour Office, to other government agencies and to the public through *The Labour Gazette* and through various regular and special reports issued by the Branch.

An up-to-date analysis of the manpower and the labour-management situation in Canada is published monthly in the "Current Manpower and Labour Relations Review," a special section inserted into *The Labour Gazette* just as it goes to press.

Through the Labour Department University Research Program, four research grants were made to Canadian universities during the fiscal year. Under the program, grants are made to universities for the use of faculty members and post-graduate students interested in undertaking research projects dealing with the settlement of labour-management disputes. The grants are made by the Department upon the recommendation of a joint Department-University committee established to administer the program.

The universities receiving the grants and the studies undertaken during the fiscal year were as follows: University of New Brunswick, "The Courts and the Labour Relations Boards"; McGill University, "Arbitration Board Procedures and Awards in the Province of Quebec"; University of Toronto, "Conciliation Board Techniques in the Province of Ontario as a Means of Settling Industrial Disputes" and "Settlement of Labour-Management Disputes in the Ontario Textiles Industry". Since the research program's inception in 1951, a total of 17 grants to universities has been made.

Some preliminary research has been undertaken by the Branch on the guaranteed annual wage. Information was obtained through the Annual Survey of Working Conditions on the extent to which guaranteed wage plans were found in Canadian industry.

A start was made during the year on the development of conciliation statistics designed to measure the volume of conciliation activity month by month and to indicate on an annual basis the way in which conciliation procedures operate at various stages. An officer of the Branch was named as a member of a Committee of the Canadian Association of Administrators

of Labour Legislation to work out statistical procedures that would be satisfactory to both federal and provincial authorities.

Wages—At the beginning of October each year, a regular questionnaire on wage rates and hours of labour is sent to some 14,500 establishments in all parts of the country. These establishments, in most cases, are sent schedules of selected occupations with job descriptions and are asked to report rates for workers whose duties conform with those set out in the schedules.

An annual report is published containing wage-rate information on a wide variety of occupations, by industry and locality, as well as index numbers of wage rates and standard hours of work per week. The *Annual Report on Wage Rates and Hours of Labour in Canada, October, 1953,* was prepared during the fiscal year. Substantial changes were made in this issue of the Report. The coverage of industries and occupations was further extended and the classification of industries was brought into closer conformity with the Standard Industrial Classification. The method of calculation of wage rate indexes was improved and the base year was changed from 1939 to 1949. In addition, the Report was issued in bilingual form for the first time.

Articles on wage rates based largely on the 1953 survey data were published during the year in various monthly issues of *The Labour Gazette* before the publication of the complete wage report.

Wages and Hours in the Primary Textiles Industry in Canada, 1953, a bilingual report containing detailed information on wage rates for selected occupations and tables on standard weekly hours and index numbers of wage rates, was published during the fiscal year.

The Branch again conducted two sample surveys of general changes in wage rates, one relative to the six-month period between October 1, 1953, and March 31, 1954, and the other to the six-month period between April 1, 1954, and September 30, 1954. By means of these sample surveys, quick estimates of the trends in Canadian wage rates were obtained and published in *The Labour Gazette.*

An important part of the work of the Branch is the preparation of replies to enquiries on wage rates from various sources. Included among these are: employers, labour organizations, various government agencies such as the Civil Service Commission, and international organizations such as the International Labour Organization, the United Nations and other interested groups.

The Branch made some progress in the development of "community" wage-rate statistics during the fiscal year with the completion and publication in the March number of *The Labour Gazette* of a special study, based on the 1954 wage survey, of wage rates for certain office, maintenance and non-production occupations in manufacturing in greater Montreal.

Co-operative arrangements with certain provincial departments of labour regarding the collection and processing of wage-rate information were continued and strengthened, particularly with Manitoba.

Research activity in the wages field increased during the fiscal year. A committee was set up to examine existing measurements of wage change with a view to improving the Branch's work in this field. Special studies were undertaken of the primary textiles industry, of the iron and steel products industry in Ontario, and of regional wage differentials in Canada.

Working Conditions—The annual survey of hours and working conditions was undertaken in April 1954. Questionnaires requesting information on various aspects of working conditions were sent to approximately 14,500 employers with 15 or more employees. The form is varied somewhat from year to year depending on the kind of information for which there is a current need. The questionnaire for 1954 sought information on standard daily and weekly hours, annual paid vacations, statutory holidays, pension and insurance plans, in-plant training, rest periods, guaranteed wage plans, bonus or profit-sharing plans, special benefits (discounts on goods and/or services, stock purchase plans, cafeterias, etc.) and industrial medical services.

A series of articles based on information obtained in the course of these annual surveys was published in *The Labour Gazette* during the fiscal year. General articles on working conditions in manufacturing were published in the October and November issues covering plant and office employees respectively. Articles on primary textiles and truck transportation appeared in February 1955 and March 1955 respectively. Other articles concerned premium pay (April 1954), non-occupational sickness and accident benefit plans (July 1954) and shift work (December 1954).

The results of a special study of industrial pension plans were issued in the form of three articles in *The Labour Gazette*. These were: Contribution and Benefit Formulas in Canadian Industrial Pension Plans, April 1954; Types of Retirement Policy in Canadian Industrial Pension Plans, September 1954; and Vesting Provisions in Canadian Industrial Pension Plans, January 1955.

An interdepartmental committee was set up under the chairmanship of a member of the Branch to study and report on the effect of industrial pensions on the hiring and retention in employment of older workers.

During 1954, the Branch continued to work with the various provincial Workmen's Compensation Boards with a view to adopting standard methods of compiling statistics on industrial accidents that would make possible both interprovincial comparisons and the compilation of nation-wide statistics. The Branch also continued to collect information on industrial fatalities. This information, derived from data furnished by the various provincial Workmen's Compensation Boards and supplemented by reports from the Board of Transport Commissioners and other sources, including reports in the press, was made available during the year through quarterly articles in *The Labour Gazette* and an annual summary published in the May 1954 issue.

In addition to the usual investigations necessitated by enquiries from various sources, numerous major requests for information were filled during the year. These included: the collection of statistical information on fringe benefits requested by parties to the railway negotiations during 1954; information on working conditions in gold mining for an agency of the government of Ontario; and major statistical compilations on health benefit schemes and the provision of medical facilities in industrial establishments for the Department of National Health and Welfare. A special survey covering working conditions in the industries that come under federal jurisdiction in matters of labour legislation was carried out at the request of a departmental committee dealing with this subject.

At the request of the Bureau of Economics of the Department of Trade and Industry of British Columbia, the Branch prepared special compilations dealing with working conditions in Vancouver and Victoria. The result of this co-operation is that an appreciable number of survey respondents are asked to furnish information only once to meet the needs of both federal and provincial agencies.

Collective Agreements—The Branch maintains a file of collective agreements in Canada as far as they can be obtained. The file at present contains about 6,500 current agreements. The number of workers under agreement in 1953 was more than 1,538,000.

Articles based on analytical studies of agreements were prepared during the fiscal year and appeared in *The Labour Gazette* as follows: Escalator Clauses, April 1954; Premium Pay for Week-end Work, May 1954; Long-Term Agreements and Wage Adjustment Provisions, June 1954; Vacations with Pay, July 1954; Union Security, August and November 1954; and Apprenticeship Clauses in Printing Industry Agreements, January 1955. Articles analyzing changes in wages, hours, and working conditions, as found in collective agreements, were published in July 1954 and March 1955. Articles on particular industries were published as follows: Non-Ferrous Metal Mining, September 1954; Retail Trade, October 1954; Wholesale Trade, December 1954; and Eight Construction Trades, February 1955. A study showing the number of workers covered by collective agreements in 1952 was published in June 1954. Three of these studies were made possible by the work of two graduate students employed in the Branch during the summer, part of whose time was spent on these agreement studies.

Labour Organization in Canada—The forty-fourth *Annual Report on Labour Organization in Canada,* being prepared in 1955, shows a very slight increase in union membership over the previous year, to a total of 1,268,207 at January 1, 1955. This report is based on information obtained from questionnaires sent to all known unions and their locals. It presents statistical information and a directory of labour organizations giving membership figures, affiliations, the names and addresses of officials and the names of official publications.

Strikes and Lockouts—A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* giving particulars as to duration, cause and method of settlement. A review for each calendar year, with statistical analyses, is published as early as possible in the year following.

In 1954, a revision was made in the statistical data concerning major issues in work stoppages. To identify them with collective agreements, the central issues are classified in three main groups in the 1954 annual strike report: stoppages arising during "renewal of agreement", or "during term of agreement", or "no agreement in effect".

The data pertain to all work stoppages caused by labour-management disputes without any distinction as to whether they fell within federal or provincial legislation. Information is obtained from the Unemployment Insurance Commission, the Industrial Relations Branch, provincial depart-

ments of labour, press clippings, etc. In each instance an effort is made to obtain complete details from representatives of the workers involved and from the employer.

Employment and Labour Market—The study of current employment conditions, manpower needs and the supply of labour was continued during the year by areas, industries and occupations as well as for Canada as a whole.

The results of these analyses were published each month in the "Current Manpower and Labour Relations Review" section of *The Labour Gazette.* This section contains each month an over-all assessment of the current employment situation in 109 local labour market areas and a current picture of labour-management relations. In addition, monthly press releases based on these studies and prepared in co-operation with the Dominion Bureau of Statistics and the National Employment Service were issued.

The quarterly *Employment Forecast Survey,* begun in 1946, was continued. This confidential survey, useful in anticipating probable employment and related economic trends, is based on questionnaire returns from approximately 800 establishments, and on qualitative information acquired through interviews with responsible industrial executives by regional officers of the Unemployment Insurance Commission and branch field officers. In 1953 an extensive statistical and critical evaluation of the record of the *Employment Forecast Survey* since its inception was begun. This was continued during the fiscal year.

Regular fortnightly reports on the current employment and unemployment situation were prepared during the year for the use of the Deputy Minister of Labour and other senior government officials. These reports were usually accompanied by supplementary information covering a wide range of developments in the manpower field.

In addition to regular reports on the manpower situation, articles on employment were prepared for publication in *The Labour Gazette.* These included: Effects of 1954 Plant Expansion on Employment (preliminary), November 1954; Employment Effects of Plant Expansion in 1954 (summary), February 1955; Employment in the Motor Vehicles Industry, November 1954; Employment in the Textiles Industry, December 1954.

The Branch continued to study the employment problems of special groups of workers, including women and older persons, and carried out further research on manpower utilization problems such as productivity, mobility and seasonality.

In co-operation with the Dominion Bureau of Statistics, information on the industrial distribution of employment was obtained during the year for the major local labour market areas in Canada. This information was assembled into sets of tables corresponding to the labour market classifications published each month in *The Labour Gazette,* making it possible to assess the effect of employment development in terms of industries in particular areas and regions.

During the year the Branch continued its research into seasonal variations in employment in Canadian industries, undertaken on the recommendation of the National Employment Committee. A non-technical report on the survey, entitled *Seasonal Unemployment in Canada,* was issued during the year and

more than 24,000 copies were distributed. The report includes information on the measures that industry is taking to overcome the effects of seasonality as well as statistical data on the extent of seasonal employment variations in 18 seasonal industries.

Studies were made of unemployment insurance programs in a number of countries, including the United States, the United Kingdom, Australia and New Zealand. Particular attention was paid to the types of benefit provided and to the methods used for covering such industries as fishing and agriculture.

A considerable amount of work was also done on reviewing the concepts and procedures followed in a number of statistical series dealing with unemployment, such as the estimate of persons without jobs and seeking work prepared by the Dominion Bureau of Statistics on the basis of a sample survey of households, and the National Employment Service figures on applications for employment.

Work continued on the identification of skilled occupations that might be in short supply in future periods of high employment. The survey of the training requirements of selected occupations, which provides information necessary for the identification of skilled occupations, was also continued. Tables summarizing the results of this work have now been prepared for about 70 key industries.

Studies were extended of the past and probable future growth of the Canadian labour force, taking into account the age structure of the population and its natural increase, immigration and emigration, and trends in the rate of labour force participation by various age groups for each sex. During the year, three- and six-month projections of the labour force were made during each quarter and were used in conjunction with the results of the *Employment Forecast Survey.*

Occupational Analysis—The Branch continued to prepare and publish monographs and pamphlets in the "Canadian Occupations" series. The preparation of each monograph involves research into the historical development of the occupation or profession, the nature of the work, entrance requirements, training, trends in employment, advantages and disadvantages, and opportunities. This series of booklets is distributed through a co-operative arrangement with the provinces and is designed to meet the demand for up-to-date information on occupations from teachers, vocational guidance counsellors, employment service officers, directors of personnel and union officials, workers shifting to other occupations and, most of all, from youth faced with the selection of an occupation.

Two new monographs were released during the fiscal year, *Railway Careers* and *Hospital Workers (Other than Professional).* Two others, *Draughtsman* and *Welder,* were in the process of being printed at the end of the year. Basic research work was well advanced for the monographs, *Occupations in the Aircraft Manufacturing Industry* and *Home Economist.*

As a complement to this program, the work begun in 1953, in collaboration with the National Film Board and the Canadian Vocational Training Branch, on a series of film strips was continued. *Plumber, Pipe Fitter and Steamfitter, The Engineering Profession, Social Worker* and *Technical Occupations in Radio and Electronics* were released during 1954. Work was also

in progress on *Bricklayer and Stonemason, Printing Trades, Careers in Natural Science,* and *Home Economist,* to be released during 1955.

The Branch also extended its work on wage-reporting schedules. The purpose of these schedules, which list the principal occupations in each industry and describe each one briefly, is to help obtain more precise information from employers on occupational wage rates.

Work on summarizing armed services trade specifications and establishing service-civilian occupational relationships was continued during the year in co-operation with the Department of National Defence.

Technical Personnel—The Technical Personnel Register again expanded its coverage and now contains personal and professional data on 72,900 persons having qualifications in architecture, engineering, science and veterinary medicine. This was an increase of 3,900 during the year, of which 2,700 were students graduating in 1954. Progress was made with the transfer of information from individual records to statistical cards, which increased by 4,250 during the year to a total of 46,600.

Contact was maintained with Canadian universities and colleges and the practice of distributing questionnaires to prospective graduates was continued. In addition, assistance was received from the National Employment Service and professional organizations in contacting recent additions to Canada's resources of scientists and engineers. This assistance was particularly useful in reaching immigrants qualified in the fields covered by the Register. The exchange of information begun during 1953 with the National Science Foundation on Canadian scientists who are members of professional organizations in the United States and on U.S. citizens who are members of Canadian professional associations was continued.

Four reports were published in the *Technical Personnel Quarterly Bulletin*: Report on Professional Personnel in Agriculture, April 1954; Report on Physicists, June 1954; Report on Mathematicians, September 1954; Report on 1950 Graduates, December 1954. The circulation of the *Bulletin* includes members of government departments, persons in industry and in education and a variety of other persons and organizations in Canada and abroad.

A major project undertaken in co-operation with the National Employment Service was a survey of industry's future requirements for professional staff. The report, *Survey of Industrial Requirements for Professional Personnel, 1952-1956,* based on returns from 774 private employers, was made available in October.

Assistance was given in the preparation of a film strip *Careers in Natural Science,* produced for the Department by the National Film Board.

Throughout the year a number of requests for information were received from governmental, industrial and educational agencies. In response to a request from the Manpower Committee of the Organization for European Economic Co-operation, a comprehensive questionnaire was answered concerning "Output and Employment of Scientists and Engineers Graduating from Universities and Other Institutions of Equivalent Level".

Special Projects—The Branch prepared 11 reports for the International Labour Office. Those of a comprehensive nature included the report for the fourteenth issue of the ILO *Year Book of Labour Statistics,* the report for

the *Statistical Yearbook* of the United Nations, the report for the United Nations *Demographic Yearbook,* and reports on the textile industry (except clothing), the petroleum industry and the chemical industry.

The report on *Handicrafts and Small Scale Industries in Canada*, originally prepared by the Branch for the ILO and subsequently mimeographed for limited circulation to interested groups and individuals, was reprinted to meet further demands from the Departments of External Affairs and Trade and Commerce and others. The Branch also co-operated with the Legislation Branch of the Department in the preparation of the Canadian report for the United Nations *Yearbook on Human Rights, 1953.*

Research was continued on the labour aspects of immigration. General information and statistics regarding immigrant labour were collected and kept on file for reference purposes. The fifth edition of the booklet *Working and Living Conditions in Canada* was prepared for distribution in 1955. As this publication is widely used for reference by officials concerned with immigration, particular attention was given to topics of special interest to prospective Canadians. The booklet includes concise information on general economic conditions, employment, labour force, women in the labour force, seasonality of employment, agriculture, employment service, fair employment practices legislation, education, apprenticeship, vocational training and guidance, technical personnel, labour unions and collective bargaining, wage rates and hourly earnings, weekly earnings, hours of work and working conditions, standard of living and prices, and social security measures.

The Branch maintained close contact with developments in the agricultural industry, particularly with respect to farm labour. The second in a series of booklets on farm labour problems, entitled *Farm Safety and Workmen's Compensation,* was published and distributed. This series grew out of discussions on manpower in agriculture at meetings of the National Advisory Council on Manpower and at Annual Dominion-Provincial Farm Labour Conferences. The third in the series, *Working and Living Conditions in Agriculture,* was prepared and will be distributed in 1955.

In connection with the distribution of these farm labour booklets, a list of *Agricultural Colleges and Schools and Secondary Schools were Agricultural Subjects Are Taught in Canada* was prepared in co-operation with the Dominion Bureau of Statistics and published for limited distribution.

Assistance was given in the preparation of two reports for the annual Dominion-Provincial Agricultural Production Conference. One dealt with the farm labour situation in 1954 and the other with the outlook for farm labour in 1955. Both were published in the *Current Review of Agricultural Conditions in Canada.*

In the course of the year the Branch co-operated with the National Federation of Canadian University Students in the preparation of a list of sources of financial aid available for graduating high school students who wished to enter Canadian universities. The catalogue was published by the Dominion Bureau of Statistics under the title *Undergraduate Scholarships and Bursaries Open to Students Entering Canadian Universities.*

The Labour Gazette

The Labour Gazette, authorized by Section 4 of the Department of Labour Act (R.S.C., 1952, c. 72), the same Act that established the Department of Labour, is now in its 55th year of publication. The Act states:

> With a view to the dissemination of accurate statistical and other information relating to the conditions of labour, the Minister shall collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as *The Labour Gazette* which shall contain information regarding conditions of the labour market and kindred subjects . . .

During the fiscal year *The Labour Gazette* continued to report objectively and factually events and trends in labour and industry and to publish accurate statistical and other information relating to labour conditions. It published records of labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, collective agreements, vocational training activities, rehabilitation of disabled persons, industrial health and accidents, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the Canada Labour Relations Board.

Articles on the economic and social aspects of labour problems, many of which were prepared by the Economics and Research Branch, also appeared in the various issues. Three articles of a series of four based on a study of industrial pension plans appeared during the fiscal year.

The proceedings of the International Labour Organization, the annual industrial relations conference at McGill and Laval Universities, and the annual conventions of the major labour organizations in Canada, the United States and Great Britain received comprehensive coverage. The Award of the Arbitrator in the railway dispute was printed in full in the January 1955 number.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 18,027 (14,013 in English and 4,014 in French). Of this number, the average monthly paid circulation was 10,229 (7,652 in English and 2,577 in French), and the complimentary circulation was 7,795 (6,360 in English and 1,435 in French). The English circulation is 54·6 per cent paid; the French, 64·2 per cent paid.

The Labour Gazette Branch also continued the preparation of a condensation of important press stories and editorials for distribution to officials of the Department, and continued the supervision of the Department's press clipping bureau.

The Subscription rate remained at $1.50 per year for Canadian subscribers, with a special rate of fifty cents per year to groups of five or more to accommodate the requirements of trade union locals, students, and companies wishing to subscribe for their staffs, and $3.00 per year outside Canada. At the close of the year, it was decided to increase the subscription rate, effective at the beginning of the next fiscal year. The new rates will be: $2.00 per year in Canada, $4.00 per year to all other countries. The new group subscription rate will be $1.00 per year. At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at $5.00 per volume in Canada and $7.00 in other countries.

Information and Publicity

The Information Branch provides a wide variety of information and publicity services for the various activities of the Department, the Unemployment Insurance Commission and the Canada Labour Relations Board, in line with the policy of the Department to keep the public and the press fully informed on the legislation it administers, as well as on the activities of all federal agencies in the labour field.

The duties of the Branch include press liaison services for the National Advisory Council on Manpower, the National Advisory Committee on the Rehabilitation of the Disabled, the Canadian Vocational Training Advisory Council, the National Apprenticeship Advisory Committee, the Federal-Provincial Farm Labour Conference, and the National Employment Committee.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the year, 144 releases were issued. A one-page weekly bulletin summarizing all news releases issued during the week was mailed to all weekly newspapers.

A brief monthly digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in bulletin form, was distributed to employers and employer groups, leading trade unions, and others interested in the subjects. The circulation of the publication in both English and French, which is almost entirely on a request basis, was about 30,000 for each issue. In addition, several thousand extra copies of certain issues were requested by interested groups, and certain issues were used as informational pamphlets for distribution at fairs and exhibitions.

The Branch again carried out an advertising campaign to promote the sale of Canadian government annuities.

The Branch continued to co-operate with the National Co-ordinator, Civilian Rehabilitation, in publicity on behalf of rehabilitation and the employment of the handicapped. A pamphlet and posters in French and English were prepared for use during "Employ the Handicapped" week in various cities. Screenings were continued of the film *Everybody's Handicapped,* which had been produced the previous year to promote employment of handicapped workers. At December 1954, the film had been screened 1,228 times to a total audience of 66,253 persons.

The Branch again arranged for the circulation of departmental exhibits publicizing the services available through the Department and the Unemployment Insurance Commission. These exhibits appeared during the summer months in 37 fairs and exhibitions from coast to coast. The theme of the exhibit was the advantage of training for the skilled occupations, and it was intended to inform young people and their parents of the benefits of such training, including apprenticeship training, and to point out to employers the

advantage of setting up in-plant training to produce their own supply of skilled workers. These exhibits were the ones designed and circulated by the Branch the previous year. With the co-operation of the Unemployment Insurance Commission, arrangements were made with provincial apprenticeship authorities to have apprenticeship representatives in the booths at most of the fairs in each province.

A radio program, "Canada at Work", was produced weekly for broadcast over independent radio stations. This program, broadcast regularly since 1942, brings current information on labour and related topics before the public.

During the year, it was possible for the first time to arrange programs in French for broadcast over French-language stations in Quebec and other parts of Canada. Two French series were produced, one of four and one of five broadcasts.

At the year's end, the program was being carried regularly by 61 radio stations, while one series of broadcasts was carried in English and French by a total of 108 stations. During the fiscal year approximately 28,000 copies of broadcast scripts were sent out in response to requests.

The Branch co-operated in arranging publicity and information material in connection with the Canada Fair Employment Practices Act. Posters advertising the provisions of the Act as they affect employers and employees were prepared and distributed to post offices, customs offices and local offices of the Unemployment Insurance Commission, and to employers coming under the jurisdiction of the Act. A pamphlet covering the terms of the Act was revised and reprinted. During the year, a series of eight English and five French broadcasts on discrimination and fair employment practices was produced on the Department's "Canada at Work" radio program. These were prepared and delivered by well-known Canadian sociologists, labour and business leaders and writers. The broadcasts were printed individually as leaflets and the complete series was printed as a booklet. At the year's end distribution of these leaflets and booklets was being arranged.

In keeping with the policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of accident prevention, distribution was continued of the series of safety films prepared in co-operation with the Film Board under the general title, "Accidents Don't Happen—They're Caused". A seventh film in this series, on the emergency care and handling of spinal injuries, was completed by the end of the year. The Branch also assisted in a campaign to encourage safety in Federal Government departments and crown corporations.

The Department again assisted the National Film Board financially in the operation of an Industrial Film Preview Library. consisting of films selected by the Branch. Blocks of these films were distributed during the year by the Film Board throughout the country, as a service to employers and to encourage the formation of community Industrial Film Councils.

During the post-war years, the Department of Labour, in co-operation with the National Employment Service and the Department of Veterans Affairs, has carried on an educational campaign designed to bring the facts and effects of the problem of the older worker before the greatest number of responsible

citizens. Screenings of a film on the employment of the older worker were continued. Produced in 1950, this film had been screened 3,074 times to a total audience of 188,362 by the end of 1954.

An interdepartmental committee, set up during the previous year on the recommendation of the National Advisory Council on Manpower, under the chairmanship of the Director of the Branch, has continued to study employment problems of older workers with the object of developing further programs of education. During the year, the committee developed close liaison with employer, labour and welfare organizations, and has arranged special studies of the effect of pension and group insurance plans on the employment of older workers, and of retraining of older unemployed persons for suitable employment.

The Branch conducted liaison with other departments in all labour matters pertaining to veterans of the Armed Forces, and continued to handle enquiries concerning reinstatement rights under the Reinstatement in Civil Employment Act.

Labour Legislation

The main function of the Legislation Branch is to study labour legislation in Canada and other countries and to provide information concerning it. It seeks to promote knowledge of and interest in labour legislation on the part of employers, trade unions and the public generally, as well as to meet the needs of government officials and others in Canada who require a detailed knowledge of the existing law in other jurisdictions. Another function is to report on labour law and administration in Canada as required by the International Labour Organization and other international bodies.

The Branch maintains a library of federal and provincial statutes, and keeps up to date a complete historical file of the regulations issued under any federal or provincial labour law.

To make available current information on developments in labour law, the Branch prepares the Labour Law section of *The Labour Gazette*. This section contains a detailed analysis of labour laws as they are enacted by Parliament and the provincial legislatures, and reports, month by month, the changes in regulations made to carry out the purposes of the legislation, in such varied fields as safety, minimum wages, hours, holidays with pay, apprenticeship, licensing of workmen, labour relations, workmen's compensation, and other fields. Court decisions in cases involving interpretation or enforcement of labour laws are regularly reviewed. Studies of significant new legislation in other countries are also included.

Workmen's Compensation in Canada, a detailed analysis of workmen's compensation Acts in Canada, is brought up to date each year. The publication, which is available in both French and English, describes the principles common to the Acts, points out differences and sets out in tabular form the benefits payable in each province to a workman injured in the course of his employment or, in the case of death of the workman, to his dependents.

A more general comparison of the standards established by provincial law is contained in the bulletin, *Provincial Labour Standards,* which has been issued annually since 1944. It gives a general picture of minimum legal standards in Canada in respect to child labour, holidays, hours of work, minimum wages, weekly rest-day and workmen's compensation. In the 1954 edition, also available in both French and English, the requirements of legislation concerning fair employment practices and equal pay were also included.

Another publication, *Labour Legislation in Canada, 1948,* is a consolidation of federal and provincial labour laws in effect at December 31, 1948. This is the fifth consolidation since the series was begun in 1915. The publication of annual supplements was discontinued after the first supplement to the 1948 volume.

Reports were prepared in accordance with Canada's obligation as a member of the International Labour Organization on minimum wage-fixing machinery, hours of work, weekly rest and on the employment of children in non-industrial occupations.

The Branch participates in preparation of the annual report for the United Nations Yearbook on Human Rights.

The practice of sending selected pamphlets and other material on safety to the provincial authorities which was initiated by a resolution of the Canadian Association of Administrators of Labour Legislation in 1943 was continued, and periodic reports on current developments in legislation were furnished to the Association.

Day-to-day work of the Branch includes preparation of memoranda in answer to specific requests on a wide variety of questions relating to labour law from governments in Canada and abroad and from students, unions, business firms, and others.

Canadian Association of Administrators of Labour Legislation

A member of the Branch serves as the Secretary-Treasurer of the Canadian Association of Administrators of Labour Legislation, an organization, formed in 1938, of the federal and provincial departments of labour, and of boards or commissions administering a labour law. Its objects are to provide a medium for the exchange of information, to encourage the best possible standards of law enforcement and administration, and to bring about greater uniformity in labour legislation. The provinces pay an annual membership fee of $25. In addition to providing a secretary-treasurer, the Federal Department of Labour assumes the cost of reporting and publishing the annual proceedings for the use of the members.

Representatives of the Federal Department of Labour, nine provincial departments, the Unemployment Insurance Commission and two Workmen's Compensation Boards attended the 13th annual meeting of the Association in Ottawa, September 21-24, 1954. The agenda included the following subjects: functions of labour relations boards, problems of labour law enforcement, and industrial safety.

The Library

The Library of the Department of Labour was established with the formation of the Department in 1900. It serves as a source of information not only for the Department of Labour and other government departments, but also for employers, trade unions, students, and the general public.

The Library preserves copies of all publications of the Department together with the constitutions and proceedings of all labour organizations active in Canada, the Commonwealth countries, the United States and other countries. In addition, all publications of the International Labour Organization, as well as the chief publications on labour issued by the governments of other countries, are preserved.

The Library collection increased by 4,279 volumes during the year. Of these 2,739 were received as gifts. Eleven new periodical subscriptions were added and nine others were discontinued, making a total of 902, including Dominion Bureau of Statistics material.

Forty-three additional titles of Canadian trade union journals were collated, recorded in the catalogue and placed on microfilm. This brings the total number of Canadian and American titles on microfilm to 240. Work was begun on our holdings of Commonwealth and international labour union papers with 48 titles covered to April 1, 1955.

During the year, 3,412 volumes were catalogued, classified and processed. This total included 883 volumes which were reclassified. The latter collection included the remaining section of the British Government documents. Most of the U.S. Senate and House documents are reclassified, leaving 400 other items to do. About 400 catalogued volumes were sent to the branch libraries. A small collection of material of special interest was transferred to the Civilian Rehabilitation Branch. A special collection of books pertaining to vocational training was catalogued, etc., for the Canadian Vocational Training Branch. Library routines in the handling of these books have been established for that Branch.

Binding costs were reduced considerably through the use of microfilm, 860 volumes being processed, of which number 617 were prepared by the Library staff.

The Reference Section work increased: about 3,335 enquiries were answered, 1,001 articles indexed and 38 bibliographies prepared. Enquiries came from labour, industry, students and others; 40 per cent of the inquiries came from labour unions.

Circulation statistics show 6,385 volumes and 1,084 periodicals were loaned during the year; 420 books were sent to libraries and 82 books were borrowed from outside libraries. Of the 280 individual borrowers who made use of the library, 135 were persons outside the government service.

The library unit in the Economics and Research Branch, which was opened in February 1951 with a collection of 1,000 volumes, had 150 volumes added to its collection during the year. There are now approximately 4,000 volumes in this library.

Reinstatement in Civil Employment

The Veterans Benefit Act, 1951, extended the provisions of the Reinstatement in Civil Employment Act, and made them applicable to all persons enlisting in the Regular Forces of Canada after July 5, 1950, and serving for a term not exceeding three years. Included in the coverage of the provisions were members of the Reserve Forces called out for service with the Regular Forces.

The Veterans Benefit Act, 1951, was repealed by the Veterans Benefit Act, 1954, assented to June 26, 1954. The new Act made the Reinstatement Act applicable to the same personnel as before, with an additional provision to cover those whose terms of engagement with the Regular Forces did not exceed three years, but who remained in the service for more than three years by reason of a state of emergency or of delay in obtaining discharge.

Under the Reinstatement in Civil Employment Act, a discharged person may claim reinstatement in his civilian employment either orally or in writing, within three months of discharge in Canada or within four months of discharge overseas. There is provision for extension of this time when, through a condition of health, the employee cannot return to his employment as soon as this, but the employer must be notified within the three or four-month period, as the case may be, of this condition as well as of the employee's intention to apply for reinstatement when he is capable of performing the work.

The Act requires that an employee be reinstated under conditions not less favourable than he would have enjoyed had he continued in employment instead of joining the Forces.

An amendment to the Veterans Benefit Act, 1954, prepared for submission to Parliament during the fiscal year* provides that the rights of reinstatement in civil employment will not apply to those joining the Regular Forces after July 1, 1955.

This amendment would in no way change the rights to reinstatement of those who joined the Armed Forces before July 1, 1955, or of those who may enlist in any Special Force which may be constituted from time to time by the Minister of National Defence. (There is no Special Force at present.)

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* This amendment was passed by Parliament in June of 1955.

Government Employees Compensation

Compensation for occupational accidents and diseases suffered by employees of the Government of Canada, including death benefits for the dependants of employees who die as a result of such injuries or diseases, are provided for by the Government Employees Compensation Act (R.S.C. 1952 c. 134 and c. 323).

Basis of compensation is the same as laid down in the Workmen's Compensation Acts of the ten provinces, the principle behind this plan being that Government of Canada employees working in a particular province should be on an accident-compensation level equivalent to that for employees of industries and business concerns generally in that same province.

Under an arrangement that has been in force since the first Act was passed in 1918, the actual consideration and decision on all claims is given and made by the provincial Boards, each of which has at its disposal a federal cash deposit from which to pay on the approved claims. General supervision is maintained by the Employees Compensation Branch of the Department in Ottawa, where complete records are kept for control purposes. Monthly payments are made from Ottawa to meet the drain on federal deposits so that each deposit is kept at a fixed level approved by the Minister of Finance.

Increased federal employment and greater hazards in many of the employment spheres led to an increase in claims received in the year 1954-55, the total of 15,690 comparing with 14,973 in 1953-54 and 14,305 in 1952-53. These totals include the Yukon and Northwest Territories.

Disbursed by the provincial Boards by way of pensions, compensation and medical aid, the amount for the year under review was $1,573,698 in comparison with $1,485,577 for the preceding year and $1,438,830 for 1952-53. (Higher benefit scales resulting from amendments to provincial Acts accounted for part of the increase.) This works out to an average outlay per claim of $100.30 in 1954-55, $99.22 in 1953-54 and $100.58 in 1952-53. Additional to this expenditure is the amount paid the provincial Boards towards their general administration costs—$137,428 in 1954-55—which is equal to 8·73 per cent of the moneys disbursed on federal account. To this total must be added the expense of maintaining the Government Employees Compensation Branch in Ottawa, which was $66,553 in the fiscal year under review. The aggregate total for administration was thus $203,981, or 12·96 per cent of the total disbursed for compensation, medical aid, pensions and allowances.

NUMBER OF ACCIDENTS AND INDUSTRIAL DISEASES REPORTED UNDER THE ACT, DURING THE FISCAL YEAR 1954-55

Province, etc.	Pension	Compen-sation	Full Salary	Medical Aid	Rejected	Fatal	Total
Newfoundland	1	48	21	138	....	4	212
Prince Edward Island	....	17	9	30	2	....	58
Nova Scotia	5	228	150	910	14	4	1,311
New Brunswick	....	84	62	238	22	....	406
Quebec	29	421	558	1,532	35	5	2,580
Ontario	6	707	916	4,117	201	3	5,950
Manitoba	....	130	100	434	11	4	679
Saskatchewan	....	127	98	234	2	....	461
Alberta	6	376	246	784	12	4	1,428
British Columbia	6	357	302	1,587	56	3	2,311
Yukon and Northwest Territories	2	111	25	151	2	3	294
Totals	55	2,606	2,487	10,155	357	30	15,690

Note: In the above table, "Pension" is an award for a permanent disability; "Compensation" is money paid on an approved scale for a period of incapacitation due to an accident or occupational disease; entries under "Full Salary" are cases where full salary was paid by the department or agency concerned of the federal government during the period of lay-off in lieu of ordinary compensation; entries under "Medical Aid" refer to claims in which the lay-off period was not long enough to warrant payment of compensation but in which medical expenses were paid.

Continuing a program of accident prevention education, the Branch in Ottawa distributed a series of six posters emphasizing safety throughout all Government departments and agencies, advertised in selected media and also published a monthly bulletin with accident-prevention facts and suggestions and general information of related interest. Constant liaison was maintained with all the provincial Workmen's Compensation Boards and federal government departments, Crown corporations, boards and commissions whose employees come within the provisions of the Act.

The Department of Justice again was most helpful with rulings on classes of employees whose eligibility to come under the Act was questioned and in the quite considerable number of third-party cases (where accidents to employees of the Government were believed to be the responsibility of outside persons or companies), that Department took the necessary legal action.

Major development of the year was the approval by Cabinet Council of recommendations for a revision of the Act based on a report of an interdepartmental committee that spent several months examining its provisions

in the light of present-day suitability. A covering bill was introduced in the House of Commons by the Minister of Labour and received first reading on February 28 and second reading on March 21, after which it was referred for study in detail to the House standing committee on industrial relations.*

Heretofore when a federal government employee suffered an occupational injury, he or she was entitled to compensation at the rate set out in the Workmen's Compensation Act of the province where the accident occurred. The Bill proposed that compensation should be at the rate effective in the province where the injured person is usually employed. The change is designed to protect employees travelling on government business who might be injured in a province with a compensation rate lower than the one in which they are regularly employed. No great number will be affected but it was thought only fair that place or regular employment should be substituted for place of injury.

STATEMENT OF DISBURSEMENTS IN THE VARIOUS PROVINCES RELATIVE TO CLAIMS OF EMPLOYEES OF THE FEDERAL GOVERNMENT DURING THE FISCAL YEAR 1954-55 AND FEDERAL GOVERNMENT SHARE OF ADMINISTRATION EXPENSES CHARGED BY PROVINCIAL BOARDS OR COMMISSIONS FOR THE CALENDAR YEAR 1954

Province	Claims Disbursements Fiscal Year 1954-55	Administration expenses charged by Provincial Boards or Commissions for Calendar Year 1954	Total
Newfoundland	$ 22,216.95	$ 2,129.58	$ 24,346.53
Prince Edward Island	10,069.15	760.01	10,829.16
Nova Scotia	113,822.00	9,448.98	123,270.98
New Brunswick	23,792.20	3,191.16	26,983.36
Quebec	375,891.79	17,761.00	393,652.79
Ontario	513,121.22	52,895.47	566,016.69
Manitoba	56,487.13	6,212.98	62,700.11
Saskatchewan	52,186.78	4,421.33	56,608.11
Alberta	150,301.68	17,713.79	168,015.47
British Columbia	255,809.63	22,893.93	278,703.56
	$1,573,698.03	$ 137,428.23	$1,711,126.26

Also, it is proposed to include persons not paid a direct wage or salary by the Government, which has been the general yardstick of the Act. There are

* This Bill was passed by Parliament in June 1955.

persons whose full-time services are borrowed by government departments from private concerns and others who render part-time service of a special kind but are not in receipt of direct wages or salaries. Such persons could have the protection of the Act, subject to approval of the Governor in Council.

Employees assigned to foreign posts were to be covered for compensation purposes at the Ontario rate, which is presently at the highest provincial level, and not at the rates of provinces of residence before the foreign posting. Locally-engaged employees abroad, such as persons engaged in London, Washington, Paris, etc., for types of work not requiring the sending of persons from Canada, also would be protected; compensation to be based on the country of employment rate or if there is no scheme there, on rates of contiguous areas. There are close to 1,500 locally-engaged civilian employees at Canadian foreign establishments.

Another proposed change dealt with third-party cases. Heretofore, if an employee having a claim for occupational accident injuries against an outside party elected to take the benefits of the Act instead, the Crown in the right of Canada was subrogated to that employee's rights. If the Crown by suit obtained a judgment for an amount greater than the cost of compensation, hospital care and medical aid paid out in the case, the excess amount automatically was credited to the Consolidated Revenue Fund. Now it is proposed that this excess amount would be paid to the employee in consideration of other loss or damage, subject to the reservation that this excess amount would be taken into account if there was a recurrence of the disability due to the particular accident.

If the employee elects to take action himself and does not get judgment for an amount equal to what he would have received under the Act, he is entitled to claim for the difference. Subject to the approval of the Minister, a new provision would permit a compromise settlement that would entitle the employee to a supplementary sum from the Consolidated Revenue Fund.

Another important provision in the Bill would authorize the Minister to promote and encourage accident prevention activities and safety programs among persons employed in the public service.

Merchant Seamen Compensation

The Merchant Seamen Compensation Act *(R.S.C. 1952, c. 178* as amended by *R.S.C. 1952-53, c. 16)* is administered by the Merchant Seamen Compensation Board appointed by the Governor-in-Council in accordance with Section 3. Present members of the Board are:

Mr. A. H. Brown	Chairman
Mr. B. J. Roberts	Vice-Chairman
Capt. G. L. C. Johnson	Member
Mr. G. G. Greene	Secretary.

Detail work in connection with the administration of the Act is done by the staff of the Government Employees Compensation Branch of the Department of Labour under the supervision of the Director of the Branch, who is also Secretary of the Board. The Secretary is authorized by the Board to pass upon all settlements of temporary disability claims which are in accordance with the provisions of the Act and are not disputed by the employer or the employees. Approval of such settlements, as well as awards in permanent disability and death cases, are the final responsibility of the Board.

The employer is required to pay the compensation directly when official notification of the approval of claims and amount of awards is received from the Board.

During the fiscal year a total of 77 companies were subject to provisions of the Act and 34 claims for compensation were received.

Three meetings were held by the Board at which 13 disputed claims were considered. Two claims for compensation were rejected and one was allowed. Four awards in permanent disability cases and one award in a death case were approved. One claim for dependency was rejected. A request for a lump sum payment of a previous award in a death case was not approved; decision in three others was deferred.

Under the Act, all seamen, but not including pilots, apprenticed pilots or fishermen, must be protected against accidents arising out of and in the course of employment by liability insurance or other means satisfactory to the Board, which the employer himself must provide.

A seaman is defined as "one employed or engaged on a ship registered in Canada or chartered by demise to a person resident in Canada or having

his principal place of business in Canada when the ship is engaged in trading on a foreign voyage or on a home trade voyage as such voyages are defined in the Canada Shipping Act".

If so ordered by the Governor-in-Council, the definition also includes a seaman engaged in Canada and employed on a ship that is registered outside of Canada and operated by a person resident in Canada or having his principal place of business in Canada when such ship is so engaged.

International Labour Organization

Established in 1919 by the Versailles Peace Treaties, the International Labour Organization is an inter-governmental agency whose purpose is to promote social justice in all countries of the world. Canada is one of 70 members* of the ILO, which is a specialized agency of the United Nations. The ILO is democratically governed on a tripartite basis by representatives of the government, of the employers, and of the workers from each member nation.

The machinery of the International Labour Organization consists of three main organs:

(1) *The Governing Body,* which meets three times a year, is the executive council of the Organization. It maintains general supervision over the work of the International Labour Office and over the various Conference and Committees.

(2) *The International Labour Conference* is a world parliament meeting yearly for consideration of labour and social problems. The Conference adopts Convention and Recommendations based on careful fact-finding and discussion.

(3) *The International Labour Office* acts as secretariat, world research and information centre, and publishing house for the Organization. In the operational field, it assists member states by furnishing experts on manpower training and technical assistance.

Canada's Part in the Work of the ILO

Canada aided in the establishment of the International Labour Organization in 1919 and has taken an active part in its work since that time. Canada is one of the ten countries of chief industrial importance which are permanent members of the Governing Body of the ILO. The Canadian Government Member on the Governing Body is the Deputy Minister of Labour. Canada also has a deputy employer member and a deputy worker member.

Canada is represented at the Annual Conference of the ILO, at the triennial American Regional Conference and at other special conferences by tripartite delegations representing the Government, the employers and the workers of Canada. Similarly, tripartite delegations represent Canada at sessions of the eight Industrial Committees which convene every two or three years to discuss special problems of these industries: Building, Civil Engineering and Public Works; Chemical Industries; Coal Mines; Inland Transport; Iron

* During the fiscal year, the Union of Soviet Socialist Republics rejoined the Organization and the Byelorussian SSR and the Ukrainian SSR became members.

and Steel; Metal Trades; Petroleum; and Textiles. In addition, there are Canadian members on the following ILO Advisory Committees: Finance and Administrative, Allocations, Permanent Migration, Indigenous Labour, Social Security, International Development Works, Productivity in Manufacturing Industries, Occupational Safety and Health, Recreation, Women's Work, Juvenile Employment, Statistical Experts, Joint ILO-WHO Committee on Occupational Health, and Joint ILO-WHO Committee on Hygiene of Seafarers.

Canada aids the Technical Assistance Program of the ILO by furnishing experts in various types of industrial training for service in under-developed countries, by arranging training courses and tours in Canada for selected persons from such countries, and by providing training materials such as the ILO text "National Employment Services—Canada" for use by trainees in other countries.

Canada has now ratified 18 ILO Conventions and is required to report annually on their application:

No. 1—Hours of Work (Industry) Convention, 1919;
No. 7—Minimum Age (Sea) Convention, 1920;
No. 8—Unemployment Indemnity (Shipwreck) Convention, 1920;
No. 14—Weekly Rest (Industry) Convention, 1921;
No. 15—Minimum Age (Trimmers and Stokers) Convention, 1921;
No. 16—Medical Examination of Young Persons (Sea) Convention, 1921;
No. 22—Seamen's Articles of Agreement Convention, 1926;
No. 26—Minimum Wage-Fixing Machinery Convention, 1928;
No. 27—Marking of Weight (Packages Transported by Vessels) Convention, 1929;
No. 32—Protection against Accidents (Dockers) Convention (Revised), 1932;
No. 58—Minimum Age for Employment (Sea) Convention (Revised), 1936;
No. 63—Convention concerning Statistics of Wages and Hours of Work, 1938;
No. 68—Food and Catering (Ships' Crews) Convention, 1946;
No. 69—Certification of Ships' Cooks Convention, 1946;
No. 73—Medical Examination (Seafarers) Convention, 1946;
No. 74—Certification of Able Seamen Convention, 1946;
No. 80—Final Articles Revision Convention, 1946;
No. 88—Employment Service Convention, 1948.

The Department of Labour is the official liaison agency between the International Labour Organization on the one hand and the Canadian Government, the employers' and workers' organizations, and the public of Canada, on the other hand. After World War II the expansion of ILO activities was such that the ILO Branch in the Department was set up to look after international labour affairs. The ILO Branch co-ordinates all ILO work by liaison with the Department of External Affairs and all other federal departments, with the ten provincial governments, with the major employers" and workers' organizations, and with the public at large.

The Branch makes all arrangements for the Canadian delegations, including government, employer and worker representatives, attending international labour conferences and committee meetings. The Branch also prepares a large part of the briefing instructions for the government delegates at ILO meetings on reports and papers submitted for discussion, and the remainder in co-operation with other branches and departments. After consultation with federal and provincial departments and agencies, reports are prepared, under the supervision of the Branch, in reply to ILO questionnaires and inquiries on a wide variety of labour matters, in addition to annual and periodical reports on the application of ILO Conventions and Recommendations. Departmental reports are also submitted on the deliberations of various ILO bodies.

When the authentic texts of Conventions and Recommendations adopted at an annual ILO Conference are received, they are referred to the Department of Justice for a legal opinion on the legislative jurisdiction for each. When this is obtained, authentic texts of such Conventions and Recommendations are tabled in the House of Commons and the Senate of Canada with the accompanying legal opinion. Then the authentic texts are sent to the Lieutenant-Governors of the ten provinces, and to the major employers' and workers' organizations.

The provincial departments of labour and the major employers' and workers' organizations are also provided regularly with the annual reports on Ratified Conventions, with the periodical reports on other Conventions and Recommendations, and with the reports and studies issued by the ILO on various labour problems of current international interest.

By these and other means, the ILO is kept informed on the progress of industrial and economic conditions in Canada, and the Canadian governments and organizations concerned are kept in touch with developments in international labour affairs.*

Main Activities in the Fiscal Year 1954-55

During the year the Branch completed arrangements for Canada's representation at the following ILO meetings (listed in chronological order):

In 1954, the 125th Session, Governing Body; the 37th Annual International Labour Conference; the 126th Session, Governing Body; the 5th Session, Iron and Steel Committee; the 5th Session, Metal Trades Committee; the 127th Session, Governing Body; the 8th International Conference of Labour Statisticians.

In 1955, the 4th Session, Chemical Industries Committee; the 128th Session, Governing Body.

All these meetings† were held in Geneva, except the 127th Session of the Governing Body, which was convened at Rome.

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* The Department has available for distribution a pamphlet *Canada and the ILO, which* gives fuller particulars on this subject.

† More detailed information on these meetings was carried in *The Labour Gazette.*

Annual Conference

The 37th annual Conference was attended by more than 650 delegates and advisers representing the Governments, employers and workers of 66 member countries. Heading the Canadian delegation was the Deputy Minister of Labour, who took part in the general debate on the Director-General's Report concerning world labour conditions, which centred on workers' housing.

The Conference adopted a Recommendation (No. 98) on holidays with pay. First discussions were held on vocational rehabilitation of the disabled, migrant workers in underdeveloped territories, and penal sanctions for breaches of contact of employment by indigenous workers, with a view to the adoption of Recommendations on these subjects after second discussions in 1955. Fifteen Resolutions were approved, of which two interesting ones concerned technical assistance operations and utilization of holiday facilities. The Conference also adopted, after examination, a report on the application of the International Labour Conventions and Recommendations adopted at previous sessions since 1919. On the recommendation of its Finance Committee, the Conference approved a budget of $6,990,913 to finance the ILO operations in 1955, of which Canada's share was 3·98 per cent or $251,588.45.

The Constitution of the Organization was recently amended to increase the number of members of the Governing Body to 20 government, 10 employer and 10 worker members. Of the government seats, ten are held by the states of chief industrial importance, including Canada. The Conference elected for a three-year period ten more government members, and the employer and worker members, as well as deputy members.

Other Meetings

The Governing Body at its 125th, 126th, 127th and 128th sessions considered the conclusions of various Conferences and Committees and what action should be taken thereon, and decided the agendas of the 1956 Annual Conference and numerous other meetings. Correspondence committees, and joint committees such as the ILO-World Health Organization Committee on Hygiene of Seafarers, also submitted reports. The recommendations of Governing Body Committees on finance, allocations, staff questions, manpower, freedom of association, technical assistance, etc., were discussed and the Director-General was authorized to take necessary action. The 1956 budget estimates were debated at the 128th session, and a budget of $7,487,729 was passed, subject to approval by the Annual Conference in June 1955. A schedule of 19 meetings for 1956 was tentatively arranged.

Industrial Committees—Three Industrial Committees met during this year with tripartite Canadian delegations attending. Each Industrial Committee considered the action taken by member countries and by the International Labour Office on the conclusions of previous sessions, the general developments in the industry since the last session, and the representations

received from interested organizations. In addition, the Iron and Steel Committee (Fifth Session) discussed supplementary pension plans and human relations in the iron and steel industry; the Metal Trades Committee (Fifth Session) discussed regularization of production and employment at a high level in the metal trades and practical methods of labour management co-operation in metal working plants; and the Chemical Industries Committee (Fourth Session) discussed factors affecting productivity and problems of safety and hygiene in the chemical industries.

Civilian Rehabilitation

During the period under review, the Civilian Rehabilitation Branch completed its second year of operation. In the course of the year it became apparent that the ideas and recommendations expressed at the National Conference on the Rehabilitation of the Physically Handicapped in Toronto in 1951 were rapidly approaching fruition. The stage has now been reached where, in most of the provinces, the preliminary organizational phase has been passed.

The National Advisory Committee on the Rehabilitation of Disabled Persons, which was established following the 1951 Toronto Conference, held a general meeting of the Advisory Committee in May and a meeting of the Executive Committee in November.

In addition to a representative of each of the Federal Government Departments concerned, Labour, National Health and Welfare, and Veterans Affairs, there are on this Advisory Committee official representatives of each of the ten provinces, six representatives of the medical profession, four representing organized labour, four representing organized employers, six from the national voluntary agencies dealing with the disabled and four from the universities.

During the year, the staff of the Branch was augmented by the appointment of a bilingual assistant to the National Co-ordinator.

Co-ordination of Services—In the fiscal year, three additional provinces, British Columbia, Nova Scotia and Prince Edward Island, signed Co-ordination of Rehabilitation of Disabled Persons Agreements. Through these agreements, eight provinces now qualify for assistance up to $15,000 per annum each on a matching basis. Through these funds the salaries and travelling expenses of the Provincial Co-ordinator and his staff, and certain services necessary to the rehabilitation of an individual (where these needs are not covered by other sections of the plan) are shared with the Federal Government.

With the appointment of five additional Provincial Co-ordinators, each participating province has now embarked on a rehabilitation program. In addition, a Director of Rehabilitation Services has been appointed in Ontario, and discussions with this province are under way regarding the possible signing of the Co-ordination Agreement.

Vocational Training—Nine of the provinces have now signed Agreements concerning the Canadian Vocational Training Co-ordination Act, and in the eight provinces that have signed the Co-ordination of Rehabilitation of Disabled Persons Agreements, Schedule "R" is now in operation. This Schedule is designed to provide vocational training of any type desired for a disabled person, providing such training will result in his rehabilitation.

Medical Services—Through the health grants administered by the Department of National Health and Welfare, projects to expand medical rehabilitation facilities and services have been approved in nine provinces. These grants

have assisted in establishing schools of Physiotherapy in the University of Alberta and the University of Montreal. They have supplied to hospitals and rehabilitation centres equipment essential to the reduction of disability and have financed the training of personnel for various disciplines associated with medical rehabilitation. As the provincial programs develop and the Co-ordinators become established in their positions, an increasing use of these grants is anticipated.

Provincial Organization—While a different organizational pattern is developing in each province, in most the Provincial Co-ordinator is assisted by an inter-departmental committee which brings together, at the policy level, representatives of the Departments of Health, Welfare, Education and Labour. In three of the provinces, larger Provincial Advisory Committees have been established and the initial steps necessary to create similar bodies have been taken by a number of the others. Case-finding mechanisms have been created and already a number of disabled candidates have been referred to vocational training and other rehabilitation services. Already, as a result of coordination of services, many have been placed in suitable employment following medical assessment, vocational counselling and sometimes training in skills suited to their ability. The National Employment Service participates in the selection of candidates for vocational training and is continuing to be instrumental in locating suitable employment for rehabilitated persons.

Further Developments—In the international field, the importance of rehabilitation of the disabled has been recognized, and at the 37th International Labour Conference, the Branch was able to make some contribution when a recommendation on vocational rehabilitation was considered. Attendance at this Conference provided additional opportunity to discuss Canada's plans for rehabilitation with those responsible for programs in the United States, Great Britain, the Scandinavian countries and other parts of the world where rehabilitation programs are well established. This provided a unique opportunity to evaluate the approach to the problem being taken in Canada and to receive the assurance of those most experienced in the field that we are proceeding on sound lines. A significant development during the year was the recognition of the importance of rehabilitation at conferences convened by the Canadian Medical Association and the setting up of rehabilitation committees in the provincial branches of that organization.

Publicity—In an effort to stimulate the interest of the Canadian people in rehabilitation generally, and of employer and labour groups in encouraging the hiring of handicapped persons, the Department's film "Everybody's Handicapped" has continued to be circulated widely. It has been received favourably and there is ample evidence it has done much to break down employer prejudice against hiring the disabled.

With the assistance of the Information Branch, publicity material has been circulated, radio broadcasts have been undertaken and every effort made to ensure the continued interest of employers in hiring the handicapped. Articles on rehabilitation appeared in a number of Canadian journals. One of the large labour unions issued a pamphlet to all its membership supporting

efforts being made to rehabilitate the disabled and work is under way on a similar bulletin by the Trades and Labour Congress of Canada and the Canadian Congress of Labour.

Other Activities—In the past year, the Branch has maintained continuing close liaison with the Vocational Training Branch of the Department and the National Employment Service of the Unemployment Insurance Commission. It has also worked closely with the Departments of National Health and Welfare and Veterans Affairs so that the activities of these Branches and departments as related to the rehabilitation program are properly co-ordinated. Each of the provinces has been visited and considerable time spent in assisting the Co-ordinators in the early and difficult stages of organization. Members of the Branch have participated in rehabilitation discussions at meetings of the Canadian Conference on Social Work; the Ottawa Welfare Council; The Ontario Medical Association; The Canadian Medical Association; The Canadian Welfare Council Committee on Aging; the Canadian Council for Crippled Children and Adults; the Canadian Foundation for Poliomyelitis; and the Canadian Education Association. Assistance was given to "Hire the Handicapped" weeks in Windsor, Ontario, and Montreal, Que. A preliminary survey of sheltered workshops and vocational adjustment centres in Canada has been made and distributed widely.

During the year, visitors were received from the United Kingdom, the United States and Venezuela. Some assistance was given in connection with the United Nations' project to establish the first rehabilitation centre in South America at Caracas, Venezuela. This undertaking has been supervised by the Medical Director of one of Montreal's Rehabilitation Centres.

The Branch was consulted on those matters concerned with rehabilitation as they relate to the new Disability Allowances Programme of the Department of National Health and Welfare. A Co-ordinator of Rehabilitation has been appointed in the Indian Affairs Branch of the Department of Citizenship and Immigration, and that Branch was assisted with the preliminary work done by this officer in connection with his new duties.

Women's Bureau

The purpose of the Women's Bureau is twofold: first, to promote a wider understanding of the particular problems of women workers and of the employment of women; and, second, to advance their opportunities in employment and enable them to make a more effective contribution to the labour force.

Its field of activity may be described as:

—To examine existing data and studies concerning the conditions of employment women workers and to stimulate additional research by the appropriate Branch of the Department or other research bodies.

—With the help of other Branches of the Department to assemble information relating to employment of interest to women and, through speeches and published material, to make it available in such a way as to foster an intelligent approach to women's problems in this field.

—To insure a continuing interchange of information concerning women in employment between the Department and other public and private agencies, including women's groups and employer and labour organizations.

—To advise the Department on any of its programs affecting women workers and to be available for consultation with provincial government agencies or other bodies concerned with employed women, as requested.

The Women's Bureau began to function in September 1954. The seven-month period to the end of the fiscal year was one of orientation and exploration of the resources of the Department of Labour and other Government departments, especially the National Employment Service of the Unemployment Insurance Commission. Study and analysis of the main features of the women's labour force and consultation with interested groups and individuals helped to clarify areas of needed investigation.

The creation of the Women's Bureau has been warmly welcomed by women's organizations and various branches of the labour movement, and contacts have been made with many of these groups. Representatives of a number of labour and farm organizations, women's groups and the Women's Services of the Armed Forces have visited the Women's Bureau to discuss problems relating to women's employment. The staff also have dealt with a considerable number of enquiries from individuals, and articles on various phases of the women's labour force have been written in response to requests from journals interested in women's employment in Canada. With assistance from the Information Branch, the Women's Bureau prepared for general distribution a brochure outlining its purpose and functions.

In view of its far-reaching social and economic implications, the growing participation of married women in the labour force was selected by the Women's Bureau as its first major area of study, in co-operation with the Economics and Research Branch. With voluntary assistance from some interested women's organizations, a small pilot survey was carried out in Toronto during February and early March. In light of the response and findings, a survey will be conducted in other centres across Canada.

The Women's Bureau has initiated studies of women's earnings and their present occupational distribution and has given special attention also to the problems of older workers and of young women entering or about to enter employment.

Unemployment Insurance Commission—National Employment Service

In 1947, Section 88 of the Unemployment Insurance Act, 1940, under which the National Employment Service was established, was amended to provide that this Service should be under the direction of the Minister of Labour. Detailed information on the operations of the National Employment Service is published in the Annual Report of the Unemployment Insurance Commission. The Unemployment Insurance Commission and the Department of Labour maintain close liaison.

Canadian Vocational Training

Introduction

The term "Canadian Vocational Training" designates the federal-provincial organization established during World War II under the provisions of the Vocational Training Co-ordination Act (*R.S.C., 1952, c. 286*) to administer federal grants to provincial governments for the promotion and development of vocational training.

The grants, which are voted annually by Parliament, are administered in accordance with the provisions of four federal-provincial agreements signed on behalf of the federal Government by the Minister of Labour and on behalf of the provinces by the Minister of the appropriate department, usually Education or Labour. These four agreements are:

Apprenticeship Training Agreement

Vocational Schools' Assistance Agreement

Vocational Correspondence Courses Agreement

Vocational Training Agreement

Vocational Training Co-ordination Act

The Vocational Training Co-ordination Act, which was passed in 1942, consolidated previous provisions for federal aid to the provinces in this field and enlarged the scope of such assistance. It was amended in 1948 to provide training for unemployed persons other than those receiving benefit under the Unemployment Insurance Act. Further amendments to facilitate administration were made in 1954. These included enlarging the membership of the Vocational Training Advisory Council from 17 to 21, eliminating references to World War II and providing authority to share with the provinces in the cost of training projects organized for other departments of the federal Government.

Orders in Council

The following Orders in Council and Treasury Board Minutes affecting the work of the Training Branch were passed during the fiscal year 1954-55:

Renewal of Apprenticeship Agreement—P.C. 1954-16/501 of April 8, 1954, authorized the Minister to enter into an agreement with any province to assist the province in the extension and operation of apprentice training, such renewed agreements to be for a period not exceeding ten years with effect from April 1, 1954.

Trade Analyses—P.C. 1954-13/621 of April 29, 1954, authorized the payment of honoraria to the chairman and members of the Consulting Committee for the Machine Tool Trades while engaged on the analysis of such trades, as follows: chairman $25 for each meeting; members (not exceeding four) $15 for each meeting; maximum expenditure not to exceed $5,000.

Renewal of Vocational Training Agreement—P.C. 1954-9/659 of May 6, 1954, authorized the Minister to renew the vocational training agreement with any province for a period of five years from April 1, 1954. The period for assistance under the sub-schedule dealing with grants and loans to university students and nurses-in-training was limited to one year.

Training for Department of Transport—P.C. 1954-10/1168 of August 11, 1954, authorized the Minister to provide training, under the Vocational Training Agreement with the Province of Newfoundland, for airport mechanics and airport maintenance machine operators at Gander Airport.

Extension of Period of Vocational Schools' Assistance Agreement—P.C. 1955-7/347 of March 12, 1955, authorized the Minister to enter into agreements with the provinces, including the Northwest Territories, to extend the term of the existing Vocational Schools' Assistance Agreements from March 31, 1955, to March 31, 1956.

Extension of Period of Correspondence Courses Agreement—P.C. 1955-4/443 of March 23, 1955, authorized the Minister to extend for one year the period of the five-year agreement with any province for sharing equally with the province in expenditures for the preparation of vocational correspondence courses.

Vocational Training Advisory Council—P.Cs. 1954-482 of April 1, 1954; 1954-1304 of September 1, 1954; 1954-17, 1612 of October 28, 1954; 1954-14/1689 of November 9, 1954; 1954-2077 of December 31, 1954; and 1955-18/106 of January 26, 1955, authorized the appointment of a chairman, members and alternate members to the Vocational Training Advisory Council and the payment of allowances to the chairman and members for each day they are absent from their homes in connection with the work of the Council (chairman $30 per day; members $10 per day).

Advisory Council

The Vocational Training Advisory Council held regular meetings in May and October 1954. By recommendation to the Minister of Labour, the Council re-affirmed its previously recorded recommendations to continue the Students Aid program; it also suggested that consideration be given to increasing the federal contribution in this regard. Keen interest was expressed at both meetings in the outcome of consideration by the federal Government with regard to the Council's earlier recommendations for continuing and increasing federal grants for vocational schools.

Other recommendations by the Council were: continuation of federal assistance under the Vocational Correspondence Courses Agreement; undertaking of preliminary work with a view to providing vocational training for Indians; establishment of a sub-committee of Council to study questions of training for unemployed workers in depressed areas; and the establishment of new training schedules to assist in the provision of training, as required, for departments of the federal Government, and training for persons engaged in primary industries.

Apprenticeship Committee

The Apprenticeship Training Advisory Committee met once during the year, on October 14 and 15, 1954. There were seven members and a large number of visitors and officials present during both days.

Many phases of the program of training apprentices were considered by the Committee and it was agreed that some research might be conducted by the Provincial Directors of Apprenticeship as to the effectiveness of plans up to the present; that ways and means be considered to reduce drop-outs and to increase registrations in the various trades. Further consideration was given to proceeding with the preparation of additional trade analyses and the desirability of establishing national standards of trade competence in each designated trade. The Committee endorsed the work now being done on the carpentry and machinist trades. Analyses of other trades will be postponed until results from the two now nearing completion can be assessed. Approval was given to the proposal to conduct a special teacher-training program for apprentice instructors at the Ontario College of Education in May 1955.

Apprenticeship

The federal Government shares equally with provincial governments in the training costs of apprentices registered under the provisions of provincial legislation. This co-operative effort is carried out under the Apprenticeship Training Agreement which has been renewed for an additional ten years, terminating on March 31, 1964. The revised agreement is in effect in the Northwest Territories and all provinces except Quebec and Prince Edward Island.

Apprenticeship training programs have been active during the year but Directors of Apprenticeship and others concerned feel that a much larger number of apprentices should be indentured to maintain the skilled work-force of Canada. It is estimated that new trainees in trades designated under the Acts do not fully compensate for losses due to death and retirement. Certainly there is no margin for increasing needs resulting from the expansion of Canada's economy. The number of apprentices registered with provincial authorities during the year was 14,023 compared with 12,902 for the previous

year. These figures refer to the relatively few trades designated under provincial legislation. They do not include the many privately operated apprenticeship programs of industry and the railway systems.

The federal vote for this activity was $930,000. Detailed information regarding registration and expenditures are given in tables 9 and 10.

An active publicity campaign is being conducted by the provinces through the media of competitions, fairs, printed material, and the press. A number of very fine graduation exercises were conducted during the year. Newfoundland, being the newest province, is conducting an active and expanding program.

With the approval of the Apprenticeship Training Advisory Committee, the Training Branch has organized a training program in the science of teaching for the benefit of apprentice instructors in trade subjects. There has been a good response to this by six provinces as well as the Navy, Army, and Air Force. Approximately 30 apprenticeship instructors are expected to attend a special six-weeks' course in Toronto beginning in May.

In the preceding report, mention was made of the analysis of the Machinists' trade and that of Carpentry. These are now nearing completion and will be ready for distribution during 1955. It is hoped with the co-operation of all provincial apprenticeship authorities to extract a core of essential skills and related knowledge in each trade which can be used as a basis for establishing nation-wide standards.

Acknowledgment is hereby made of the helpful co-operation of manufacturers, particularly in the automotive industry, in providing a great variety of special equipment and teaching aids, some of which are of considerable intrinsic worth and have been found most helpful in the training of apprentices. Much of this material is provided as an outright gift, some on loan and the remainder at special reduced rates.

Vocational Schools' Assistance

March 31, 1955, marked the completion of the ten-year term of the Vocational Schools' Assistance Agreement.

It was designed to assist the provinces in building and equipping schools and operating technical and vocational programs in secondary schools, trade schools, specialized schools, and technical and vocational institutes, provided they were below university grade. Federal aid was provided annually on the following basis:

(*a*) An annual grant of $10,000 to each province.

(*b*) An annual contribution of $2,070,000, allotted to the provinces in proportion to the provincial population in the 15 to 19 age group.

(*c*) A special allotment of $10,304,950 for capital expenditures on buildings and equipment distributed on the same basis as in (*b*).

Federal payments under both (*b*) and (*c*) had to be matched by provincial government expenditures of like amount. The procedure has been to reimburse the provinces one half of provincial government expenditures on approved projects.

During the ten-year period this agreement has given a tremendous impetus to vocational programs and the development of vocational training facilities in Canada. Vocational building projects, numbering 108, have been completed and equipped, and a further 60 projects have had their facilities improved by the addition of equipment. Enrolments have almost trebled, having risen from approximately 94,000 in 1945 to well over a quarter of a million. More students receive full-time vocational training in the schools operated under this program than in all other vocational training programs combined. In addition, the schools provide a great variety of vocational courses through evening classes in all provinces. This program has become the basic vocational training program in Canada. It is under this agreement that vocational training facilities are provided for practically all other training programs.

When Newfoundland entered Confederation, the agreement was extended to include the new province. Allotments were provided both for capital and annual expenditures which were at the same per capita rate as the other provinces. In 1953, the agreement was extended to the Northwest Territories.

During the ten-year period in which this agreement has been in effect, the quality of training given in the vocational schools of Canada has improved materially. The students who complete courses have been given training in specific fields which enables them to make an advantageous entry into employment and to progress in their chosen occupations. The schools give vocational training in industrial, commercial, homemaking and agricultural fields. The industrial training, particularly, has contributed in a large measure to Canadian industrial development in recent years.

Capital Allotment

In some provinces the major portion of the funds for capital account was used to reimburse the province for expenditures on large building projects; thus, a comparatively small number of vocational projects were assisted. In other provinces, such as New Brunswick and Saskatchewan, a larger number of smaller projects were assisted.

Of the $10,304,950 made available for capital projects, 95 per cent has been claimed and used by the provinces (see Table 12). This money was to have been earned before March 31, 1952, but some of the building programs were slow in developing, and certain provinces were unable to claim their full allotment within the time limit. Some agreements were amended after 1952, so that these provinces were permitted to claim reimbursement for projects which were under way at expiry date.

Annual Allotment

For several years, all provinces have been claiming the full amount of their annual allotments for operational expenditures. The money has been used to reimburse the provinces for expenditures on administration and supervision, vocational teachers' salaries, vocational teacher training, materials and supplies, and expendable equipment. Capital expenditures were also shareable if approved in advance and a specified amount set aside for such purpose. Some provinces used this money to provide bursaries for vocational school students, thus enabling students of ability and limited financial resources to attend schools located a considerable distance from their homes. Over the years this fixed annual vote has represented a decreasing percentage of the total provincial expenditures on shareable costs. During the past ten years, federal contributions have decreased from approximately 50 per cent to less than 20 per cent of the total provincial expenditures and the rate of decrease is accelerating.

The Vocational Training Advisory Council recommended that this agreement be renewed for a further ten-year period with the federal contribution being increased to $5,000,000 annually. After consideration it was agreed to extend the period of the agreement for one year to March 31, 1956, pending an investigation or a survey of the needs for further assistance in this field.

The provinces report that new facilities for training programs are urgently needed and that a building program in excess of $50,000,000 is in prospect for the next five years.

Vocational Correspondence Courses

The Vocational Correspondence Courses Agreement has been in effect in all provinces except Newfoundland and Prince Edward Island for the five-year period ended March 31, 1955, and is being extended for one more year pending further consideration.

Under this agreement the federal Government shares with the provinces in the cost of preparing and revising vocational correspondence courses which are recommended by the Interprovincial Committee on Correspondence Courses, provided that these and all other provincially prepared courses are made available to all residents of Canada at the same nominal fee as paid by residents of the province where the course is prepared.

During the five-year period 30 new courses have been prepared and 16 further courses are under preparation. Progress has been slower than anticipated. It has been found that it takes up to three years to develop a satisfactory vocational correspondence course. A total of $125,000 was made available for sharing with the provinces in the preparation or revision of these courses. Only $19,269.44 of this amount had been claimed up to March 31, 1954, and no claims were submitted during 1954-55.

A new edition of the bulletin *Canadian Vocational Correspondence Courses* was prepared and made ready for release late in the fiscal year. This bulletin lists 124 courses which are issued by the provinces and are available at an average price of about $12.00.

Two major objectives have been achieved by the Vocational Correspondence Courses Agreement: (1) the development of co-operative action by the provinces in preparing, distributing and servicing courses and (2) the elimination of much duplicate effort where, formerly, two or more undertook similar or overlapping courses.

Vocational Training Agreement

The Vocational Training Agreement provides for sharing equally with the provinces in the costs or organizing and operating short-term training projects of various types.

During the past year, the agreement was revised and renewed for a further five-year period, April 1, 1954, to March 31, 1959, except that provision for financial assistance to university students and nurses-in-training under the Student Aid sub-schedule of the Youth Training Schedule was renewed for one year only. The agreement has been signed by all provinces except Quebec. Following are brief summaries of activities under this agreement.

Trade Training for the Armed Forces (Schedule "K" 1)—Under this program the provinces provide training requested by the Armed Services and are reimbursed 100 per cent of the costs of operating such special classes. Classes are organized in telecommunications, electricity, and vehicle mechanics. Table 7 shows a total enrolment of 691 in such classes compared with 683 for the previous year. Total expenditures for the year under this program amounted to $92,834.48.

Civilian teachers for academic instruction to apprentices and tradesmen in service training centres both for the Army and the Air Force are also supplied under this schedule. The number supplied during the past year was 97. Also 34 instructors were supplied for training the RCAF Reserve for varying lengths of time on a part-time basis during winter months and for the camps that operate during the summer months. Funds for this purpose are provided by the Department of National Defence. The total expenditures on this account amounted to $416,260.10 during the fiscal year.

Training Workers for Defence Production (Schedule "K" 2)—Under this schedule workers in defence industries, where there is an actual or potential shortage, are trained by the provincial governments in co-operation with each plant or organization. The provinces are reimbursed 75 per cent of all training costs.

This program has been decreasing during the past few years and at March 31, 1955, only one class was in operation, namely a class in welding for shipbuilders in British Columbia. It is expected that training under this schedule will be discontinued during the current fiscal year. The number of persons given training during the past fiscal year was 217.

Training for Unemployed Persons (Schedule "M")—Training under this schedule is provided for unemployed persons who require such training to fit them for suitable available employment including persons who need to be retrained for new occupations because of economic or technological changes. The number of persons trained under this program during the year was 2,880, an increase of 531 over the previous year. Costs are shared equally between the federal and provincial governments.

When the Vocational Training Agreement was revised, Schedule "M" was changed to include training-on-the-job. The schedule also provides for training in some trades which formerly could be given only under the Apprenticeship Agreement. This provision has enabled the provinces to organize special classes to train adult workers who have lost their pobs because of the permanent shutdown of plants and the development of acute unemployment in certain areas. Short intensive courses facilitate the transfer of skilled workers to other occupations and result in the upgrading of semi-skilled workers. A very successful program of retraining was completed early in the year at Marysville, N.B., following the shutdown of a cotton mill. Classes are now being conducted at Westville in Nova Scotia, where unemployed miners are being retrained for entry into new occupations. In Western Canada unemployed welders are being upgraded to pipeline welders with the objective of supplying Canadian workers for the pipeline construction industry.

Training is being given under Schedule "M" in all provinces except Newfoundland, Prince Edward Island and Ontario, where the provincial authorities consider that conditions do not warrant such special training measures at this time.

Training for Disabled Persons (Schedule "R")—Schedule "R", which was included in the Vocational Training Agreement when it was renewed at the beginning of the year, is designed for the training or re-training of seriously disabled persons. During the year such training was given in Prince Edward Island, New Brunswick, Alberta, and Newfoundland. In the remaining provinces the task of organizing rehabilitation programs had not been completed by the end of the fiscal year.

Schedule "R" requires the establishment in each participating province of a committee consisting of at least three persons—the provincial co-ordinator, a representative of the department which provided the training, and a representative of the federal Government—who will screen and select candidates for training. All types of training may be provided under this schedule, provided the objective is to prepare the trainee for specific gainful employment. The schedule also provides for special allowances to meet the individual requirements of each trainee. About 700 disabled persons were given training during the year either under this schedule or under Schedule "M". Costs are shared equally as under Schedule "M".

Supervisory Training (Schedule "Q")—The demand for supervisory training continued to increase during the year. Courses are being offered in Ontario, Alberta, Saskatchewan and Quebec, although the renewed Vocational

Training Agreement has not yet been signed by Quebec. Arrangements have been completed to re-introduce this training program for industrial supervisors in the Maritime Provinces.

During the year the Job Instruction Training Manual was revised, reprinted and distributed to conference leaders who have been specially trained for this work. Arrangements are being made for the revision of the Job Relations Training and the Job Methods Training Manuals. Federal expenditures for this program for the year were $4,146.97. The decrease is accounted for by the fact that Quebec did not sign the agreement and could not claim for expenditures on the program.

Youth Training (Schedule "O")—The Youth Training program which is in effect in the Northwest Territories and all provinces except Quebec provides for the sharing, on a fifty-fifty basis, of the costs of various types of classes formerly carried on under the Youth Training Act, which expired in 1942. Those eligible for training under this schedule are persons over 16 years of age, male or female, who have not been previously gainfully employed, but may include any persons who are living or working on their home farms, students at university, nurses-in-training, and fishermen.

The major part of the training consists of a wide range of short-term classes for rural young people in various phases of agriculture, homemaking, leadership, and occupational courses such as farm mechanics, commercial work, nurses' aids, dressmaking, power sewing, and diesel and auto mechanics.

There are also courses for fishermen in nagivation, marine engines, nets and cordage, and general fishing operations. This activity has been considerably expanded during the past year. Nova Scotia is operating three intinerant training programs. For the course in marine engines, use is made of a trailer specially equipped as an itinerant school, and it is planned to equip an additional trailer for this purpose in the near future. In Newfoundland four itinerant teachers are providing training in navigation and marine engines for the outport fishermen.

Student Aid—Sub-schedule—Under this sub-schedule financial assistance is provided to university students and nurses-in-training. The students are selected on the basis of financial need and scholastic aptitude by committees representing the provincial governments, the universities or training hospitals, and the federal Government. The value of this particular method of distributing funds lies in the fact that the aid is available to persons without restriction as to course (except theology), or the university or hospital which the student elects to attend. The bursaries vary from $100 to $500 and may be provided as loans, grants, or a combination of both.

This student aid program was commended by the Massey Commission and has been strongly supported by all provincial governments as a preferred means of providing assistance to university students. During the year 2,212 university students and 105 nurses-in-training received such bursaries.

TABLE 1—TRAINING OF UNEMPLOYED: ALLOTMENTS AND PAYMENTS
Fiscal Year Ended March 31, 1955

Province	Federal Allotment	Claims paid in 1954-55 to April 30, 1955		
		For Previous Year	For 1954-55	Total Payments
	$	$	$	$
Nova Scotia	100,000	7,827.75	89,247.62	97,075.37
New Brunswick	64,000	.....	47,549.46	47,549.46
Quebec	.....	771.80	.....	771.80
Ontario	33,000	3,961.61	26,241.98	30,203.59
Manitoba	47,500	.....	47,209.38	47,209.38
Saskatchewan	36,000	.....	35,283.76	35,283.76
Alberta	90,000	.....	65,329.14	65,329.14
British Columbia	15,000	.....	9,359.43	9,359.43
Northwest Territories	1,000	.....	1,000.00	1,000.00
Totals	386,500	12,561.16	321,220.77	333,781.93*

* Note: Total payments as shown in Column 4 do not include sales tax of $3,830.15.

TABLE 2—TRAINING OF UNEMPLOYED, FISCAL YEAR ENDED MARCH 31, 1955

Province	Enrolment					
	In Training March 31, 1954		April 1, 1954 to March 31, 1955		Total Enrolment	Days' Training
	Men	Women	Men	Women		
Nova Scotia	48	38	205	111	402	29,407
New Brunswick	63	70	59	104	296	19,473
Ontario	66	50	97	111	324	.....
Manitoba	131	143	276	271	821	53,060
Saskatchewan	5	52	36	126	219	9,092
Alberta	26	240	74	398	738	9,164
British Columbia	5	4	47	24	80	5,074
Totals	344	597	794	1,145	2,880	125,270

TABLE 3—TRAINING FOR DISABLED PERSONS, FISCAL YEAR ENDED MARCH 31, 1955

Province	Federal Allotments	Claims paid—1954-55 to April 30, 1955	Enrolment	Days' Training
Newfoundland	$ 2,000	$ 1,377.50	14	525
Prince Edward Island	750	.....	2	262
New Brunswick	25,000	16,372.67	70	6,278
Manitoba	6,000	.....	....	.....
Alberta	6,500	3,564.45	36	1,315
Saskatchewan	10,000	.....	....	.....
British Columbia	20,000	677.57	....	.....
Total	$70,250	$21,992.19*	122	8,380

In the provinces of Nova Scotia, Ontario, Manitoba, Saskatchewan and British Columbia 488 handicapped persons were given training under Schedule "M" (Unemployed Workers) as arrangements had not been completed for the carrying on of training under Schedule "R".

* Note: Claims paid—1954-55, as shown in Column 2, do not include sales tax amounting to $42.41.

TABLE 4—YOUTH TRAINING INCLUDING STUDENT AID: ALLOTMENTS AND PAYMENTS

Fiscal Year Ended March 31, 1955

Province	Federal Allotment	Claims paid in 1954-55 to April 30, 1955		
		For Previous Year	For 1954-55	Total Payments
	$	$	$	$
Newfoundland	44,050.00	2,750.15	28,864.34	31,614.49
Prince Edward Island	7,000.00	.....	6,121.25	6,121.25
Nova Scotia	46,300.00	725.24	19,442.22	20,167.46
New Brunswick	41,401.39	.....	41,401.39	41,401.39
Quebec	.....	529.12	.....	529.12
Ontario	100,000.00	20,250.00	100,000.00	120,250.00
Manitoba	17,500.00	.....	15,111.09	15,111.09
Saskatchewan	49,000.00	4,586.30	43,708.53	48,294.83
Alberta	21,200.00	.....	13,563.23	13,563.23
British Columbia	52,000.00	2,500.50	50,738.00	53,238.50
Northwest Territories	3,000.00	.....	.....	.....
Totals	381,451.39	31,341.31	318,950.05	350,291.36*

* Note: Total payments as shown in Column 4 do not include sales tax of $1,686.10.

TABLE 5—YOUTH TRAINING ENROLMENTS, FISCAL YEAR ENDED MARCH 31, 1955

	Enrolment					
	In Training March 31, 1954		April 1, 1954 to March 31, 1955		Enrolment Total	Training Days'
	Men	Women	Men	Women		
Newfoundland	.....	.....	300	.....	300	5,122
Prince Edward Island	.....	.....	16	.....	16	497
Nova Scotia	13	.....	258	.....	271	5,998
New Brunswick	128	51	137	66	382	21,380
Manitoba	.....	.....	64	28	92	5,817
Saskatchewan	.....	.....	430	277	707	11,082
Alberta	14	.....	2	.....	16	980
British Columbia	47	7	47	30	131	8,715
Totals	202	58	1,254	401	1,915	59,591

TABLE 6—STUDENT AID ENROLMENTS, 1954-55

Province	Medicine	Veterinary Medicine	Dentistry	Pharmacy	Applied Science, Engineering Science	Arts and Science	Arts	Law	Education, Teacher Training, English	Home Economics	Agri-culture	Commerce, Business Education, Business Admin.	Forestry	Miscel-laneous	University Students Men	University Students Women	Nurses in Training	Total
Newfoundland	...	..	..	..	...	...	...	..	47	...	..	..	..	...	41	6	...	47
Prince Edward Island	18	5	2	1	12	...	1	1	1	...	1	1	..	2	45	...	...	45
Nova Scotia	12	..	..	1	28	1	14	6	.....	1	2	7	..	5	70	7	...	77
New Brunswick	28	..	4	..	64	...	28	9	5	..	..	6	1	9	146	8	...	154
Ontario	158	31	25	9	219	95	273	4	106	19	49	45	4	49	864	222	...	1,086
Manitoba	2	..	..	3	20	...	18	2	6	1	3	4	..	3	54	8	22	84
Saskatchewan	55	..	6	3	29	...	17	3	18	1	4	7	..	8	126	25	27	178
Alberta	1	..	6	..	49	...	18	2	4	2	3	7	..	3	79	16	34	129
British Columbia	74	14	15	15	86	11	174	15	22	8	8	19	6	28	403	92	22	517
Totals	348	50	58	32	507	107	543	42	209	32	70	96	11	107	1,828	384	105	2,317

TABLE 7—TRAINING FOR THE ARMED FORCES, FISCAL YEAR ENDED MARCH 31, 1955

Province	Claims Paid—1954-55 to April 30/55				Enrolment			
	Federal Allotments	For Previous Year	For 1954-55	Total Payments	In Training March 31/54	Apr. 1/54 to Mar. 31/55	Total Enrolment	Hours' Training
	$	$	$	$				
Nfld. (Airport Mechanics)	1,245	.....	1,109.37	1,109.37	.....	70	70	660
New Brunswick—Army	9,000	.....	5,049.38	5,049.38	8	25	33	11,856
Quebec—Army	10,500	.....	8,212.50	8,212.50	18	49	67	21,900
Ontario—Air Force	41,000	3,527.10	40,790.81	44,317.91	79	245	324	165,737
Manitoba—Army	14,500	.....	14,361.71	14,361.71	30	86	116	36,708
Alberta—Army	21,000	.....	19,783.61	19,783.61	21	60	81	26,200
Totals	97,245	3,527.10	89,307.38	92,834.48*	156	535	691	263,061

* Note: Total payments as shown in Column 4 do not include sales tax of $924.73.

TABLE 8—TRAINING OF WORKERS FOR DEFENCE INDUSTRIES, FISCAL YEAR ENDED MARCH 31, 1955

Province	Claims paid—1954-55 to April 30, 1955				Enrolment						
					Full Time		Part Time				
	Federal Allot-ments	For Previous Year	For 1954-55	Total Payments	In Trg. Mar. 31/54	Apr. 1/54 to Mar. 31/55	In Trg. Mar. 31/54	Apr. 1/54 to Mar. 31/55	Total Enrol-ment	Hours' Training Full Time	Hours' Training Part Time
	$	$	$	$							
Nova Scotia	60,000	5,191.41	51,810.88	57,002.29	45	90	.....	.....	135	77,696	.....
New Brunswick	11,250	.....	2,451.76	2,451.76	7	4	.....	.....	11	5,374	.....
Quebec	.....	203.06	.....	203.06	.....	.....	.....	.....	.....	.....	.....
Alberta	5,000	.....	2,380.50	2,380.50	2	38	.....	.....	40	4,771	.....
British columbia	15,000	.....	4,674.34	4,674.34	.....	.....	.....	31	31	.....	1,775
Totals	91,250	5,394.47	61,317.48	66,711.95*	54	132	.....	31	217	87,841	1,775

* Note: Total payments as shown in Column 4 do not include sales tax of $1,125.38.

TABLE 9—APPRENTICES REGISTERED WITH PROVINCIAL DEPARTMENTS OF LABOUR AS OF MARCH 31, 1955

	Nfld.	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Aeronautical Mechanics	.....	35	.....	.....	.....	.....	.....	.....	35
Auto-Body and Fender Repair Men	.....	.....	39	.....	45	48	344	.....	476
Barbers	.....	.....	.....	16	.....	12	.....	37	65
Blacksmiths	.....	.....	.....	4	6	.....	.....	.....	10
Boiler	.....	.....	.....	.....	.....	.....	.....	.....	.....
Shop Workers	.....	.....	2	3	.....	.....	.....	34	39
Boat Builders	.....	.....	.....	.....	.....	.....	.....	.....	.....
Bricklayers	9	14	.....	175	57	44	54	19	372
Cabinet Makers	.....	.....	1	2	.....	.....	.....	.....	3
Carpenters	9	54	22	375	103	111	190	206	1,070
Coppersmiths	.....	.....	.....	3	.....	.....	.....	.....	3
Draftsmen	1	2	3	50	.....	.....	.....	.....	56
Electrical	.....	.....	.....	.....	.....	.....	.....	.....	.....
Construction Workers	45	91	102	880	161	130	432	243	2,084
Electrical	.....	.....	.....	.....	.....	.....	.....	.....	.....
Maintenance Men	.....	41	21	54	8	.....	.....	.....	124
Glass Workers	.....	.....	.....	.....	.....	.....	.....	9	9
Hairdressers	.....	.....	.....	134	.....	37	.....	40	211
Instrument Makers	.....	3	.....	22	.....	.....	.....	.....	25
Jewellery and Watch Repair Men	.....	.....	.....	.....	.....	.....	.....	5	5
Lathers	.....	.....	.....	44	.....	.....	.....	.....	44
Linemen	.....	.....	109	.....	.....	.....	.....	.....	109
Machinists	20	80	58	91	.....	.....	.....	203	452
Masons (Stone) [1]	.....	.....	14	11	.....	.....	.....	.....	25
Mechanics—Dental	.....	.....	.....	.....	.....	.....	.....	.....	.....
Millworkers (Factory Woodworkers)	.....	.....	.....	40	18	.....	.....	.....	58
Millwrights	10	3	5	.....	.....	.....	.....	.....	18
Motor Vehicle	.....	.....	.....	.....	.....	.....	.....	.....	.....
Repair Men	71	83	160	2,343	289	218	933	234	4,331
Moulders	.....	.....	.....	6	.....	.....	.....	7	13
Office Mach.	.....	.....	.....	.....	.....	.....	.....	.....	.....
Mechanics	.....	.....	.....	.....	.....	.....	.....	19	19
Painters and Decorators	.....	5	4	54	47	17	55	23	205
Pattern Makers	1	1	1	5	.....	.....	.....	12	20
Plasterers [2]	.....	.....	.....	66	31	5	124	37	263
Plumbers and Pipefitters	41	52	104	805	106	97	394	141	1,740
Printers	.....	.....	4	1	.....	.....	.....	24	29
Radio—Maintenance and Repair Men	.....	.....	.....	.....	.....	.....	53	.....	53
Refrigeration	.....	.....	.....	.....	.....	.....	.....	.....	.....
Workers	.....	.....	.....	1	11	.....	8	8	28
Sheet Metal Workers	5	2	45	272	84	80	228	134	850
Ship Fitters and Shipwrights	.....	26	.....	.....	.....	.....	.....	35	61
Sign Painters	.....	.....	.....	1	.....	.....	.....	6	7

TABLE 9—APPRENTICES REGISTERED WITH PROVINCIAL DEPARTMENTS OF LABOUR AS OF MARCH 31, 1955—Con.

	Nfld.	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Stationary Engineers	.....	.....	36	4	28	.....	.....	.....	68
Steamfitters [3]	.....	18	.....	295	.....	.....	89	.....	402
Steel	.....	.....	.....	.....	.....	.....	.....	.....	.....
Fabrication Workers	.....	.....	.....	.....	.....	.....	.....	31	31
Switchboard Operators	.....	.....	34	.....	.....	.....	.....	.....	34
Tilesetters [4]	.....	.....	.....	.....	9	.....	.....	.....	9
Welders	1	.....	12	6	.....	28	475	11	533
Miscellaneous	26	.....	.....	8	.....	.....	.....	.....	34
Total	239	512	774	5,771	1,003	827	3,379	1,518	14,023
No. of Trades in which Apprentices are registered	.....	12	16	20	30	15	12	13	23
No. of Designated Trades Trades Under Provincial Act	.....	8	8	32	13	15	13	14	22

Note: [1] Included with bricklayers in Saskatchewan.
[2] Included with bricklayers in New Brunswick.
[3] Included with plumbers in British Columbia.
[4] Included with bricklayers in British Columbia.

TABLE 10—APPRENTICE TRAINING: ALLOTMENTS AND PAYMENTS
Fiscal Year Ended March 31, 1955

Province	Federal Allotment	Claims paid in 1954-55 to April 30, 1955		
		For Previous Year	For 1954-55	Total Payments
	$	$	$	$
Newfoundland	25,000	.....	18,281.17	18,281.17
Nova Scotia	60,000	4,920.39	49,868.43	54,788.82
New Brunswick	48,000	.....	44,427.05	44,427.05
Ontario	314,000	2,885.87	309,861.06	312,746.93
Manitoba	75,000	.....	67,902.34	67,902.34
Saskatchewan	85,000	.....	76,879.82	76,879.82
Alberta	228,200	370.00	207,566.86	207,936.86
British Columbia	58,500	.....	55,251.60	55,251.60
Northwest Territories	800	.....	799.13	799.13
Totals	894,500	8,176.26	830,837.46	839,013.72*

* Note: Total payments as shown in Column 4 do not include sales tax of $3,782.02.

TABLE 11—APPRENTICE TRAINING, FISCAL YEAR ENDED MARCH 31, 1955

Province	Enrolments								Total Enrolment	Hours' Training Part-time Classes	Days' Training Full-time Classes
	Part-time Classes		Full-time Classes								
			Pre-employment		Post-employment		Correspondence Courses				
	In Trg. Mar. 31/54	Apr. 1/54 to Mar. 31/55	In Trg. Mar. 31/54	Apr. 1/54 to Mar 31/55	In Trg. Mar. 31/54	Apr. 1/54 to Mar. 31/55	In Trg. Mar. 31/54	Apr. 1/54 to Mar. 31/55			
Newfoundland	10	156	.....	.....	2	103	4	9	284	7,786	3,803
Nova Scotia	319	309	.....	.....	21	97	30	4	780	42,108	3,786
New Brunswick	414	584	17	28	12	51	10	3	1,119	29,180	5,471
Ontario	.....	.....	.....	.....	485	2,091	.....	.....	2,576	.....	83,599
Manitoba	.....	.....	49	85	105	526	.....	.....	765	.....	19,844
Saskatchewan	.....	.....	.....	.....	19	497	.....	.....	516	.....	17,517
Alberta	.....	.....	.....	.....	530	2,027	.....	.....	2,557	.....	67,758
British Columbia	25	1,756	.....	.....	11	285	58	.....	2,135	81,120	7,175
Totals	768	2,805	66	113	1,185	5,677	102	16	10,732	160,194	208,953

TABLE 12—ASSISTANCE TO VOCATIONAL SCHOOLS

Special Allotment for Capital Expenditures

Province	Buildings			Equipment		
	Federal Allotment	Claims Paid 1945-54	Claims Paid in 1954-55	Federal Allotment	Claims Paid 1945-54	Claims Paid in 1954-55
	$	$	$	$	$	$
Newfoundland	219,185	.....	219,185.00	73,065	.....	73,065.00
Prince Edward Island	61,500	61,500.00	.....	20,500	20,499.99	.....
Nova Scotia	378,225	378,222.03	.....	126,075	68,136.56	.....
New Brunswick	324,750	324,750.00	.....	108,250	108,250.00	.....
Quebec	2,354,550	2,354,550.00	.....	784,850	784,850.00	.....
Ontario	2,273,625	2,273,625.00	.....	757,875	534,060.93	.....
Manitoba	492,000	373,139.36	.....	164,000	74,456.92	.....
Saskatchewan	643,650	643,650.00	.....	214,550	214,550.00	.....
Alberta	525,150	525,150.00	.....	175,050	175,050.00	.....
British Columbia	446,550	446,550.00	.....	148,850	148,849.99	.....
Northwest Territories	12,700	.....	.....	.....	.....	.....
Totals	7,731,885	7,381,136.39	219,185.00	2,573,065	2,128,704.39	73,065.00

TABLE 13—ASSISTANCE TO VOCATIONAL SCHOOLS: ANNUAL ALLOTMENTS

Province	*Annual Federal Allotment	Claims paid 1945-1954	Claims paid—1954-55—to April 30, 1955		
			For Previous Year	For 1954-55	Total Payments
	$	$	$	$	$
Newfoundland	66,600	235,170.23	.....	66,600.00	66,600.00
Prince Edward Island	25,500	221,592.33	.....	25,500.00	25,500.00
Nova Scotia	106,000	641,377.26	15,003.22	106,000.00	121,003.22†
New-Brunswick	89,800	817,399.34	.....	89,800.00	89,800.00
Quebec	638,100	5,542,000.20	.....	638,100.00	638,100.00
Ontario	597,500	5,318,000.00	.....	597,500.00	597,500.00
Manitoba	116,500	688,199.23	.....	34,116.05	34,116.05
Saskatchewan	137,500	1,153,232.07	7,517.53	157,719.42	165,236.95†
Alberta	147,600	1,246,869.74	.....	147,600.00	147,600.00
British Columbia	140,700	1,111,228.82	.....	140,700.00	140,700.00
Northwest Territories	4,200	1,500.00	649.27	2,716.67	3,365.94
Totals	2,070,000	16,976,569.22	23,170.02	2,006,352.14	2,029,522.16

* Includes unmatched grant of $10,000 to each province.

† Claims paid include carry-over from previous year.

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CANADA

DEPARTMENT OF LABOUR

ANNUAL REPORT
for the fiscal year
ended March 31, 1956

Price: 25¢

CANADA

DEPARTMENT OF LABOUR

ANNUAL REPORT

for the fiscal year ended March 31

1956

Edmond Cloutier, C.M.G., O.A., D.S.P.
Queen's Printer and Controller of Stationery
OTTAWA, 1956

To His Excellency, the Right Honourable Vincent Massey, C.H., Governor General and Commander-in-Chief of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying Report of the Deputy Minister on the work of the Department of Labour for the fiscal year ended March 31, 1956, all of which is respectfully submitted.

MILTON F. GREGG,
Minister of Labour.

75551—2

REPORT OF THE DEPUTY MINISTER OF LABOUR FOR THE FISCAL YEAR ENDED MARCH 31, 1956

To The Honourable Milton F. Gregg,
Minister of Labour.

Sir,—I have the honour to submit a Report of the work of the Department of Labour for the fiscal year ended March 31, 1956.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR H. BROWN,
Deputy Minister of Labour.

75551—2½

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Introduction

This 56th Annual Report of the Department of Labour, for the fiscal year 1955-56, reflects increased activity in the performance of the Department's basic functions and a necessary expansion into fields that have lately become increasingly important.

At its establishment under the authority of the Conciliation Act of 1900, the relevant provisions of which now appear in the Department of Labour Act (*R.S.C. 1952, c. 72*), the Department was responsible for aiding in the prevention and settlement of industrial disputes and for the carrying out of the Fair Wages Policy adopted by the Government to ensure proper wage rates and hours of work for employees engaged by contractors under contract with the Government of Canada. It was also authorized to collect and publish statistical and other information relating to labour conditions, conduct inquiries into important industrial questions, and issue each month *The Labour Gazette*. The Department is now charged with the administration of a considerable body of important social legislation and is active in the field of manpower supply and demand.

The conciliation services of the Department aided in the settlement of two major industrial disputes during fiscal 1955-56. At the end of the year, a conciliation board established in a third major dispute was preparing its report. (The report was later accepted by both parties as the basis for settlement.) A strike of about 1,200 employees of 15 grain elevator companies at the Lakehead was settled on its fifth day by an Industrial Inquiry Commissioner appointed by the Minister. A strike of seafarers on the West Coast was settled by the same Commissioner. The dispute on which the conciliation board was preparing its report at year's end was that between five railways and 16 unions representing some 145,000 non-operating employees.

During the year, four complaints made under the Canada Fair Employment Practices Act were settled, one lapsed and three were under investigation at March 31, 1956. Of the 17 complaints made since the inception of the Act on July 1, 1953, 13 have been settled.

The working committee of officials of the Department and of the National Employment Service set up in 1954 to work in conjunction with the National Employment Advisory Committee to encourage winter employment continued its activities during 1955-56 and reported some progress in reducing seasonal unemployment. Major employer and labour organizations supported the campaign. A Cabinet directive in July 1955 instructed all government departments to keep in mind the provision of employment during the winter months when placing construction or purchasing contracts.

Canada again sent representatives to meetings of the International Labour Organization, to seven in all during 1955-56. At the 129th session of the ILO Governing Body, the Deputy Minister of Labour, the Canadian Government representative thereon, was elected Chairman for the period June 1955 to June 1956.

Special studies undertaken during the year included one on developments in Canada and the United States in connection with guaranteed wage (or supplementary unemployment benefit) plans; and one on labour-management relations on Canadian railways, including preliminary studies of the history of collective bargaining on the railways and of trends in wages and other economic factors.

Under the Labour Department-University Research Program begun in 1951, five grants for research studies in labour-management relations were made to Canadian universities during the year, bringing to 22 the number of grants since the inception of the program.

During the year, information on international unionism and international wage comparisons was provided for the Royal Commission on Canada's Economic Prospects. Also undertaken mainly for the Royal Commission were studies on the long-run trends in the population and the labour force, the part played by immigration in the growth of the labour force, changing labour force participation rates by sex and age, and a study of Canada's resources of skilled and professional manpower in relation to the expanding demand for such workers.

In accordance with a recommendation of the Vocational Training Advisory Council, plans were made for an extensive study of existing facilities and courses for the training of skilled workers and technicians in public and private schools, industrial establishments, and in various departments and agencies of the Government of Canada, including the armed forces.

A nation-wide survey of the participation of married women in the labour force, begun in September, 1955, was carried out with the help of social research staffs of various Canadian universities.

A standard pension plan for Ontario municipalities and their related boards was agreed upon by the Ontario Department of Municipal Affairs and the Canadian Government Annuities Branch. It will be the basis of all future contracts for such pension plans.

At March 31, 1956, there were 617* persons on the staff of the Department, including 19 casual and prevailing rate employees, compared with 636 persons, including 21 casual and prevailing rate employees, at March 31, 1955.

A financial statement for the Department is given in the Public Accounts of Canada.

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*This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined (regular and casual) staffs of which totalled 8,776 at March 31, 1956, compared with 8,726 at March 31, 1955.

Industrial Relations

Introduction

During the fiscal year, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected 160,279 employees. Since that statute went into effect on September 1, 1948, conciliation proceedings under its provisions have affected 914,633 employees.

From the inception of the Act to March 31, 1956, the Minister of Labour has appointed conciliation officers to deal with 360 disputes. In the same period he has established conciliation boards to investigate and report upon 145 disputes which were not settled by conciliation officers or otherwise, including nine disputes which were referred directly to boards without preliminary mediation on the part of conciliation officers. Of the 366* disputes referred either to conciliation officers or to conciliation boards, 207 were adjusted and 99 were settled by conciliation boards, while 10 lapsed and 19 remained pending on March 31, 1956. There were 31 disputes not settled. In 19 of these cases the conciliation proceedings failed to avert work stoppages.

The Minister and officers of the Department made their services available during the fiscal year in a number of industrial disputes, as indicated in the statistical table. Some of these disputes involved large numbers of workers; others involved relatively few. In the main, the disputes which made the most strenuous demands upon the conciliation service of the Department were disputes affecting shipping operations in the Great Lakes and on the west coast, and grain elevator operations at Port Arthur-Fort William. Another important dispute involved the railways.

In the latter part of November, the Minister was requested by the unions concerned to establish a board of conciliation to deal with matters in dispute between the Canadian National Railways, the Canadian Pacific Railway Company, the Toronto, Hamilton and Buffalo Railway, the Ontario Northland Railway and the Algoma Central and Hudson Bay Railway and 16 associated railway labour organizations representing some 145,000 non-operating employees of these companies. The unions requested that the normal conciliation officer services be by-passed and that the dispute go directly to a board.

The Minister established the Board in the early part of December. Eric G. Taylor, Toronto, was appointed Chairman in the absence of a joint recommendation from the other two members, Paul S. Smith, QC., Montreal, the nominee of the companies, and David Lewis, Toronto, the nominee of the Joint Negotiating Committee for the unions.

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* The number of disputes has been adjusted from 369 to allow for cases treated as single disputes when dealt with by conciliation officers, which were later treated as multiple disputes and referred to more than one conciliation board and to allow for cases treated as multiple disputes when dealt with by conciliation officers which were treated as single disputes and referred to one conciliation board.

Board Meets in Montreal

The Board held its hearings in Montreal for a period of six weeks. The main issues in dispute were an increase in wages of 18 per cent, a health and welfare plan, and an increase in the number of annual statutory holidays with pay from five to eight. The Board was not able to effect an agreement on the issues in dispute and as the fiscal year closed Board members were preparing their findings and recommendations for submission to the Minister.

Another dispute which made heavy demands upon the conciliation services of the Department was one involving the Lakehead Terminal Elevators Association representing 15 elevator companies at Fort William and Port Arthur and their employees, some 1,200 of whom were represented by Local 650 of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. The report of the conciliation board established to deal with the dispute, which involved a request that the base rate paid at the Lakehead be increased to the level of the wage rate paid by Vancouver elevator companies, with an additional ten cents per hour to compensate for the dust hazard, was handed down during the 1954-55 fiscal year.

As the fiscal year 1954-55 closed, the Brotherhood was proceeding with the taking of a strike vote. On April 13, 1955, the Minister appointed Eric G. Taylor, Toronto, as an Industrial Inquiry Commissioner. The employees went on strike on April 16. Through the efforts of the Commissioner the dispute was settled on April 20, 1955. The parties agreed on the following wage formula: a five-cent per hour increase effective January 1, 1954, a three-cent per hour increase effective October 1, 1954, a two-cent per hour increase effective January 1, 1955, and a two-cent per hour increase effective January 1, 1956. The contract had a two-year duration.

In the previous fiscal year a conciliation board appointed by the Minister submitted its finding and recommendations on a wage dispute affecting the Canadian Pacific Railway Company (British Columbia Coast Steamship Service), Canadian National Steamships, and Union Steamships Limited, Vancouver, B.C., and the Seafarers' International Union of North America, Canadian District. Following this there were further negotiations between the parties which failed to effect a settlement and in November, 1954, the Union notified the Union Steamships Limited that a strike vote of the employees had been taken. From time to time thereafter the parties met in an endeavour to obtain agreement but without avail.

Stalemate Created

On March 30, 1955, the Union again served notice on the Union Steamships Limited that it desired to revise certain other provisions of the collective agreement which was due to expire on June 1, 1955. Negotiations reached a stalemate and, on June 27, the Union advised the Company that a strike would ensue if no agreement was reached. On July 3, 1955, the employees of Union Steamships Limited went on strike.

During these months, the Department made continuous efforts to settle the dispute and on August 25, 1955, the Minister appointed Eric G. Taylor, Toronto, an Industrial Inquiry Commission to confer with the parties in an

endeavour to mediate the dispute. On September 26, the Commissioner reported that all matters in dispute had been settled and a Memorandum of Terms of Settlement signed by the Company and the Union. Shortly afterwards, the Canadian Pacific Railway Company (British Columbia Coast Steamship Service) and the Canadian National Steamships and the Union agreed to similar terms of settlement.

Conciliation officers were appointed and boards of conciliation established to deal with several disputes involving most of the shipping companies operating in the Great Lakes. The unions concerned were the Seafarers' International Union of North America, Canadian District, the National Association of Marine Engineers of Canada, Inc. (Great Lakes and Eastern District) and the Canadian Merchant Service Guild Inc. The Companies concerned were the Quebec and Ontario Transportation Company Limited, Quebec Paper Sales and Transportation Company Limited, Holden Sand & Gravel Limited, Canada Steamship Lines Limited, Colonial Steamships Limited, N. M. Paterson & Sons Limited, Upper Lakes and St. Lawrence Transportation Company Limited, Hall Corporation of Canada Limited, Mohawk Navigation Company Limited and the Beaconsfield Steamships Limited.

Terms Requested

The demands of the unions in all these disputes were similar. They included a changeover from the traditional system of payment by the month to payment by the hour; an increase in wages; a 40-hour week; time and one-half for overtime and a standard welfare plan. As the fiscal year closed conciliation boards had been established to deal with the disputes.

The Industrial Relations and Disputes Investigation Act*

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948. In its legislative principles the Act combines the long-tested cooling-off, investigation and conciliation features of the Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proved their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council, P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and of employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

* For a review of the provisions of the Act, its application to industries within federal jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see The Labour Gazette, November 1948, pp. 1255-61, and also the Annual Report of the Department of Labour for the fiscal year ended March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in the form of a Bill.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative Board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

10. The appointment of industrial inquiry commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the federal legislation in the application thereof to any industry.

The Act is divided into two parts.

Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of agreements and settlement of grievances in connection with such agreements, and the enforcement provisions of the Act.

Part II specifies the industries to which the Act applies, provides for the appointment of a representative Labour Relations Board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister of Labour under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of conciliation officers, conciliation boards, and industrial inquiry commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the chapter entitled "Canada Labour Relations Board".

Regulations under the Act

The Industrial Relations and Disputes Investigation Regulations are made pursuant to the provisions of Section 67 of the Industrial Relations and Disputes Investigation Act. The Regulations prescribe the procedure to be followed in

dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of conciliation officers and conciliation boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

Conciliation Proceedings under the Act

Sections 16 and 17 of the Industrial Relations and Disputes Investigation Act provide for conciliation machinery to attempt the settlement of a dispute where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a conciliation officer to confer with the parties and attempt to effect an agreement. If a conciliation officer reports failure to bring about the settlement of a dispute, the Minister may appoint a board of conciliation and investigation. The Act also provides that the Minister may appoint a conciliation board without prior reference to a conciliation officer, but the normal practice is the appointment of a conciliation officer in the first instance.

Nominations to Board

When a conciliation board is appointed, each party to the dispute is invited to nominate one person for appointment to the board. The two members so appointed are then requested to recommend a third person for appointment as chairman. If they fail to agree, the Minister selects the chairman.

The first duty of a board of conciliation and investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year, the Minister appointed 47 conciliation officers under Section 16 of the Industrial Relations and Disputes Investigation Act and in six other cases conciliation officers appointed before April 1, 1955, continued to function. In 31 of these 53 cases, settlements of the disputes were effected by the conciliation officers; in 18 cases, the conciliation officers were not able to settle the disputes and recommended the appointment of Board of Conciliation and Investigation. In the remaining four cases, the conciliation officers were still functioning at the end of the fiscal year.

In the same period, the Minister appointed boards of conciliation and Investigation under Section 17 of the Act to deal with 20 disputes. Reports were also received from 18 Boards established during the previous fiscal year. In respect of the 38 disputes dealt with by conciliation boards, settlements on

the basis of boards' reports were obtained in 16 disputes by the end of the fiscal year; six disputes were not settled, one dispute lapsed, and 15 disputes submitted to boards were still pending at the end of the fiscal year. Legal strikes occurred in six disputes which were not settled by conciliation boards.

Analysis of Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act, by Disposition of Cases, for the Fiscal Year 1955-56 and from Inception of the Act

	April 1, 1955 to March 31, 1956		September 1, 1948 to March 31, 1956	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by conciliation officers at beginning of period	6	754	.....	.....
Disputes referred to conciliation officers	47	13,747	360	568,390
Total	53	14,501	360	568,390
Disputes settled by conciliation officers	31	6,273	207	62,570
Disputes not settled by conciliation officers	18	7,923	143	504,142
Disputes which lapsed; no further action required	....	.....	6	1,373
Disputes being dealt with by conciliation officers at end of period	4	305	4	305
Total	53	14,501	360	568,390
Disputes being dealt with by conciliation boards at beginning of period	6	453	.....	.....
Disputes in which parties were considering conciliation board recommendations at beginning of period	12†	19,749	.....	.....
Disputes referred to conciliation board	20‡	153,701	145*	667,959
Total	38	173,903	145	667,959
Disputes settled by conciliation boards	16	10,789	99	221,622
Disputes not settled by conciliation boards	6	2,120	27	285,103
Disputes which lapsed; no further board action required	1	52	4	292
Disputes in which parties were considering conciliation board recommendations at end of period	3	9,081	3	9,081
Disputes being dealt with by conciliation boards at end of period	12	151,861	12	151,861
Total	38	173,903	145	667,959

* Includes 9 disputes not previously referred to conciliation officers.

† Includes 2 disputes which were referred as 2 cases to conciliation officers and later referred to one board.

‡ Includes 2 disputes not previously referred to conciliation officers.

Other Proceedings Before the Minister of Labour Under the Act

Complaints to the Minister of Labour of Failure to Bargain Collectively

The Minister of Labour received one complaint under Section 43 of the Industrial Relations and Disputes Investigation Act during the period from April 1, 1955, to March 31, 1956, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1956, the Minister of Labour received a total of seven such complaints under Section 43 of the Act. Two complaints were withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for result, see chapter on "Canada Labour Relations Board").

Applications to the Minister of Labour for Consent to Prosecute

The Minister received one application for consent to prosecute under Section 46 of the Act during the period April 1, 1955, to March 31, 1956. It was in abeyance at the end of the fiscal year.

During the period from September 1, 1948, to March 31, 1956, the Minister received a total of 15 such applications for consent to prosecute. Seven applications were granted, two were refused, two were referred to industrial inquiry commissions and settled, one was referred to a conciliation officer and settled, one was withdrawn, one lapsed, and one was in abeyance at the end of the fiscal year.

Complaints to Minister of Labour of Violation of Provisions of the Industrial Relations and Disputes Investigation Act

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a conciliation officer or by an industrial inquiry commission.

Three complaints under Section 44 were made to the Minister of Labour during the period from April 1, 1955, to March 31, 1956.

During the period from September 1, 1948, to March 31, 1956, a total of ten complaints under Section 44 were made to the Minister. In two cases the Minister appointed industrial inquiry commissions under Section 56 of the Act to investigate the complaints, one being dismissed and the other settled. Four complaints were settled by the appointment of a conciliation officer, one complaint was withdrawn, two lapsed, and one developed into an application for consent to prosecute.

Industrial Inquiry Commissions Under the Act

Under Section 56 of the Act the Minister of Labour is empowered to appoint an industrial inquiry commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the fiscal year, five industrial inquiry commissions were appointed. In all, since the inception of the Act, 14 such appointments have been made.

Fair Wages Policy

The Fair Wages Policy of the Federal Government was originally adopted as a resolution of the House of Commons in 1900, and later expressed in an Act of Parliament and in a series of Orders in Council which were consolidated by Order in Council of December 22, 1954. (P.C. 1954-2029).

The statute referred to is the "Fair Wages and Hours of Labour Act." This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week.

Regulations under the Fair Wages and Hours of Labour Act, in effect since 1940, were revised on December 22, 1954, by Order in Council P.C. 1954-2030 to further provide that all cases of default in the payment of wages to employees by the contractor or other party charged with payment of wages under a contract shall be referred to the Minister for investigation and determination of the amount in default, and also to provide that where a department has occasion through a breach of contract by a contractor to seize his security and to withhold moneys due under a contract, the department shall immediately notify the Deputy Minister of Labour.

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appears on pp. 26-28 of the Annual Report of the Department of Labour for the fiscal year ending March 31, 1950.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

During the fiscal year ending March 31, 1956, the Department of Labour issued 2,245 schedules of Fair Wages and Conditions of Employment compared with 1,909 during the fiscal year 1954-55 and 1,585 during the fiscal year 1953-54. The total value of contracts reported to the Department as having been awarded during the last fiscal year was $279,264,575.95 compared with $284,140,450 for the fiscal year 1954-55. During 1955-56 the sum of $64,354.96 was collected and was distributed to 1,565 workers. During the fiscal years 1954-55 and 1953-54 such collections totalled $23,221.72 and $7,902.38 respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the manufacture of supplies and equipment include the standard Labour Conditions of the Department of Labour as a provision of the contract. During the fiscal year 2,241 contracts were awarded, with a value of $18,090,409. During the same period 36 statutory declarations listing the classifications of workers employed on such contracts, their wage rates and hours of work were submitted to the Department for review.

All complaints with respect to failure of contractors to observe provisions of the labour conditions of contracts were investigated. A policy of regular inspections is also maintained, and during the fiscal year fair wage officers made

482 inspections of the wages and hours and other labour conditions, including the non-discrimination provision, being observed by contractors on Government contracts. In addition, 109 inspections were made of the overtime rates being paid on contracts where permission was granted to exceed the statutory hours of work.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules; and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

Treasury Board Order T.B. 478800 of November 10, 1954, effective December 1, 1954, amended the Prevailing Rate Employees General Regulations (previously T.B. 458000) and established, among other things, the method of determining the rate of pay of these exempt employees. The rate of normal pay and the rate and conditions of extra pay for these employees in each unit in the public service is fixed by Treasury Board after consultation with the Department of Labour.

T.B. 478900 of November 10, 1954, effective December 1, 1954, amended the Ship's Officers Regulations (previously T.B. 467500) and provided, among other things, that the salary rates of officers on government ships should be determined or approved in terms of annual rates by the Treasury Board after consultation with the Department of Labour.

Crews of Government Vessels

The Ships' Crews Regulations T.B. 478801 of November 10, 1954, effective December 1, 1954, amended T.B. 469600 and included the provision that the rates of salary of employees or groups of employees in the crews on government vessels should be determined or approved in terms of monthly rates by the Treasury Board after consultation with the Department of Labour.

T.B. 482506 of February 8, 1955, the Commissionaire Services Regulations, effective April 1, 1955, revoked T.B. 434590 and included the provision that amounts payable under agreements between government departments and Canadian Corps of Commissionaires should be based on such rates for each Commissionaire supplied by the Corps as the Treasury Board, after consultation with the Department of Labour, approves.

There are in the Government service in Canada about 40,000 of these employees exempt from operation of the Civil Service Act; they are employed in public buildings, parks, forests, on canals, special projects and government vessels. This number is exclusive of about 3,700 Commissionaires whose services are utilized by government departments and agencies at various locations across Canada.

During the fiscal year the number of wage rate recommendations made for the establishment of rates of pay for prevailing rate employees of the Government was 5,788. Approximately 450 different occupational classifications were represented in the recommendations made. The corresponding figures for the fiscal year 1954-55 were 6,250 recommendations involving about 360 occupational classifications.

During the fiscal year, 289 surveys were conducted by field officers of the Department to obtain information as to the wage rates paid by private employers in the many areas across Canada where prevailing rate employees of the Government were also employed. In determining the appropriate rates for these employees, the wage returns collected by the Economics and Research Branch, the rates established by collective agreements and the wage rates specified in some provinces by legislation were also examined. In the fiscal year 1954-55 these surveys numbered 339.

Labour-Management Co-Operation Service

The work of encouraging labour-management co-operation, through the formation of joint consultative committees, has been carried on by the Labour-Management Co-operation Service, Industrial Relations Branch, since May 15, 1947. Prior to that, this work was administered by the Industrial Production Co-operation Board.

This section of the Industrial Relations Branch was established in recognition of the valuable work done during World War II by labour-management production committees in many vital industries. The Department of Labour has had the continuing support of major national employer and labour organizations in this work.

An advisory committee comprising representatives of employers' associations and the trade union congresses advises the Minister of Labour on matters relating to the administration of the service. The present committee was appointed under Order in Council P.C. 2527, dated May 30, 1951.

During the fiscal year the growth in the number of labour-management committees continued. At March 31, 1956, the total had reached 1,095.

Statistics collected during December, 1955, showed that 326,971 Canadian workers were represented on established committees. The committees cover the major industrial classifications, including manufacturing, transportation, mining, service, communications, retail and wholesale trade, construction, and finance.

To aid labour and management in forming joint consultative committees, the Service maintains a staff of trained industrial relations officers in industrial locations from coast to coast. Branch offices are located at Amherst, Nova Scotia; Montreal and Three Rivers, Quebec; Toronto, Hamilton, and Windsor, Ontario; Winnipeg, Manitoba; and Vancouver, British Columbia.

Special Projects

As an aid to the promotional work of its field representatives, the Service prepares and distributes publicity material, research data, films and other information.* During the fiscal year under review, the research and publicity staff

* A list of available publications on labour-management co-operation is available on request.

supplied information, and answered many enquiries concerning labour-management co-operation. In addition, specific projects were undertaken for the benefit of individual labour-management committees. A new series of regular discussion topics, designed to provide ideas and suggestions for the use of labour-management committees, was also introduced.

The regular bulletin *Teamwork in Industry,* containing ideas and information on industrial relations, human relations, and other topics of interest, was issued monthly. During the fiscal year combined circulation, English and French, averaged 14,500 copies per month. A condensation of the highlights in this publication was printed each month in the *Labour Gazette.*

New Posters

A new series of posters, based on the themes co-operation and teamwork, was issued. Each of these posters, printed in colour, has an accompanying pay envelope message, amplifying the subject of the poster. During the year, requests for 17,898 posters and 146,775 pay envelope messages were received from established committees.

Among the activities most frequently reported by labour-management committees were the following: measures to promote better understanding between management and labour, improved production efficiency, improved quality, accident prevention, good housekeeping, improved communications, reduced waste, and reduced absenteeism.

The Canada Fair Employment Practices Act

The Canada Fair Employment Practices Act came into effect on July 1, 1953. It applies to employers and trade unions whose operations fall within federal jurisdiction and is designed to prevent and eliminate discrimination in employment based on race, colour, religion or national origin.

Under the Act, no employer may discriminate against any person in regard to employment because of his race, colour, religion or national origin, and no trade union may exclude anyone from membership or discriminate against anyone in regard to membership or employment on these grounds. The Act prohibits the use of advertisements, application forms or other inquiries in connection with employment which express, directly or indirectly, any limitation, specification or preference as to race, colour, religion or national origin. The use of employment agencies which practise discrimination is also forbidden.

During the year, as part of a continuing program of educational publicity under the Act, two radio scripts were produced, pamphlets and other promotion material were given large-scale distribution, and copies of appropriate films were purchased for showings to interested groups. Officers of the Department also attended four conferences on discrimination in employment which were sponsored by trade union organizations.

During the year, four complaints made under the Act were settled, one lapsed, and three were under investigation as of March 31, 1956. In all, since inception of the Act on July 1, 1953, 17 complaints have been made, of which 13 were settled and one lapsed.

Great Lakes Seamen's Security Regulations

The Great Lakes Seamen's Security Regulations became effective on March 22, 1951, pursuant to the provisions of Order in Council P.C. 1439, which was passed under the Emergency Powers Act. The original regulations lost their effect when the Emergency Powers Act lapsed on May 31, 1954. They were re-established in essentially similar form for a period of three years on June 10, 1954, under authority conferred by Parliament through the amendment of the Navigable Waters Protection Act (*Annual Report, Department of Labour, 1955,* Page 22).

Briefly, the purpose served by the Regulations is to ensure, by means of a screening process, that only persons who are trustworthy as regards national security are permitted to sail on vessels plying the vital waterways of the Great Lakes area and the Upper St. Lawrence River. The area affected includes Lakes Ontario, Erie, Huron (including Georgian Bay), Michigan and Superior, their connecting waters, and the St. Lawrence River as far east as the lower exit of the Lachine Canal and the Victoria Bridge at Montreal.

The Regulations were adopted in the light of the existing international situation and they parallel and complement the security screening provisions applicable to seamen employed on U.S. vessels operating in these waters.

The Regulations are administered by the Department of Labour through the National Employment Service of the Unemployment Insurance Commission.

Canada Labour Relations Board

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agent for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreement, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union, and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent Chairman. There is also a Vice-Chairman who acts as Chairman in the absence of the latter. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

Rules of Procedure of the Board

The Rules of Procedure of the Canada Labour Relations Board, made under Section 60 of the Act, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board (mentioned above). In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

Hearings of the Board

During the year, the Canada Labour Relations Board held 15 meetings, usually holding one or two-day sessions each month. In addition to other activities, statistics of which are given below, 31 hearings were held either at the wish of the parties concerned or by direction of the Board. Thirty-five employers and 42 trade unions were represented before the Board.

More than half of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings Under the Industrial Relations and Disputes Investigation Act

During the year the Canada Labour Relations Board received 103 applications for the certification of bargaining agents which directly affected 8,884* workers. The Board disposed of another 14 applications for certification which were under investigation at the close of the previous fiscal year. Of these 117 applications, which directly affected 9,836* workers, 75 were granted, 14 rejected and 13 withdrawn. At the end of the fiscal year, the remaining 15 were still under investigation. During the fiscal year the Board ordered eight representation votes.

From September 1, 1948, the date on which the Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1956, the Board disposed of a total of 610 applications for certification directly affecting some 99,711 workers, 392 applications being granted, 124 rejected and 94 withdrawn. Since September 1, 1948, the Board has ordered 107 representation votes in applications for certification and three votes in applications for revocation of certification.

Complaints of Failure to Bargain Collectively Referred to the Canada Labour Relations Board

During the year no complaints made under Section 43 of the Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

From September 1, 1948, to March 31, 1956, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Canada Labour Relations Board for Revocation of Certification

Section 11 of the Industrial Relations and Disputes Investigation Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

No applications for revocation were received during the year. In all, since the inception of the Act, 16 applications for revocation have been received, eight being refused, seven granted, and one withdrawn.

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* Preliminary estimate, subject to revision.

Applications to Canada Labour Relations Board for a Procedure for the Final Settlement of Disputes Concerning the Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. No such applications were received during the year. In all, since the inception of the Act, four applications have been received, one being granted, two rejected, and one settled without the necessity of a Board order.

Canadian Government Annuities

The Government Annuities Act (R.S.C., 1952, c. 132) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age".

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in forty-five communities across Canada. Full information is available to the public through these sources or from the nearest Accounting Post Office. The Government Annuities scheme is also brought to the attention of the public by advertisements in newspapers and periodicals.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have made extensive use of Government Annuities for pensions for their employees and members. Under the first retirement annuity agreements, employees were treated as individual annuitants. After group annuity contracts were adopted, a pension plan became a formal arrangement for building up a fund by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity will be paid to the employee after he retires from work. The terms set forth in writing form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. About 60 per cent of the business comes from pension plans.

Financial Statement

From September 1, 1908, the date of inception of the Annuities Branch, up to March 31, 1956, the total number of new individual contracts and certificates issued was 415,703. Table 1 (A) shows the number of individual contracts and certificates issued and net receipts by five-year periods, and Table 1 (B) gives this information by fiscal years, from 1948 to 1956, inclusive, the number for this year being 22,471. Of these 1,365 were immediate annuities,

5,434 were contracts with individual annuitants for deferred annuities, and 15,672 were certificates issued under all group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1955-56 under new group contracts. At the end of the year there were 1,014 group contracts, under which 177,379 active registrations were in effect (as compared with 164,012 for the previous year), and 19,066 persons had been retired on pension.

The total net receipts since September 1, 1908, were $976,207,315.06, net receipts for the year being $69,945,756.20. These sums represent total receipts less premiums refunded without interest because of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1956, was $930,221,101 (See Table 2). A surplus of $115,042.21 was transferred to the Consolidated Revenue Fund.

On March 31, 1956, annuity payment was being made under 71,506 contracts and certificates and was deferred under the remaining 301,014 (See Table 3). The total amount of annuity payable under vested contracts was $35,244,346, an average of $493 per contract. The value of all outstanding liabilities was $930,221,101, of which $361,049,688 was the value of vested annuities, $568,846,153 the value of deferred annuities, and $226,906 the reserve held for payment of benefits by instalments, the remainder being advance premiums.

Analysis of Vested Annuities

Tables 4 (A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1956, under the first five classes in Table 3 (existing single lives without and with guaranteed period). The number of contracts analysed was 63,263—an increase of 3,065 or 5·1 per cent over the number for the previous year. From Table 4 (A), which shows the distribution of contracts by amount of annuity, it may be seen that 64 per cent of the annuities were for amounts under $600, 22·5 per cent for $600 but less than $1,200 and 13·5 per cent for $1,200 or over. (Some of the latter will reduce to less than $1,200 when the annuitants attain age seventy.) In Table 4 (B) the classification is by sex and age of annuitant and shows the largest age group to be 70-79 in total. The arithmetic average of attained ages under these vested contracts was 69·0 years, an increase of 0·2 years over the previous year.

Under vested annuity contracts, 2,750 deaths were reported during the year, the average age at death being 75·7 years, a decrease of 0·1 years from the previous year.

Up to March 31, 1956, fifteen annuitants—eight males and seven females—had attained the age of 100 years, two of them still living.

Municipal Pension Plans

During the year a standard pension plan for Ontario municipalities and their related boards was agreed upon by the Branch and the Ontario Department of Municipal Affairs. It will be the basis of all future contracts for such pension plans.

TABLES 1 (A) and 1 (B)—Number of individual annuity contracts and certificates issued and net receipts by five-year periods to March 31, 1953, and by fiscal years 1948-1956 inclusive

TABLE 1 (A)			TABLE 1 (B)				
Five-Year Period From April to March 31	Individual Contracts and Certificates Issued	Net Receipts "000" Omitted	Fiscal Year Ending March 31	Individual Contracts Issued	Group Certificates Issued	Total Contracts and Certificates Issued	Net Receipts "000" Omitted
		$					$
1908†-13	3,106	1,737	1948*	14,237	26,708	40,945	75,068
1913-18	1,379	1,912	1949*	6,463	29,869	36,332	64,311
1918-23	1,162	3,039	1950*	5,389	15,689	21,078	63,133
1923-28	3,289	10,743	1951*	6,747	15,028	21,775	59,648
1928-33	7,458	18,783	1952*	4,903	12,135	17,038	57,549
1933-38	26,229	78,895	1953*	4,799	13,634	18,433	62,787
1938-43	47,727	97,041	1954	5,305	13,161	18,466	64,380
1943-48	145,218	253,709	1955	6,242	18,300	24,542	68,594
1948-53	114,656	307,429	1956	6,799	15,672	22,471	69,945
Totals, omitting years marked* included in Table 1 (A)						415,703	976,207

† From September 1, 1908.

TABLE 2—Government annuities fund statement for the year ending March 31, 1956

Fund	
Fund, April 1, 1955	$864,543,038.00
Receipts, 1955-56, less disbursements	65,793,105.21
Less surplus, transferred to C.R. Fund	115,042.21
Fund, March 31, 1956	$930,221,101.00
Liabilities	
Valuation of annuities cutstanding (See Table 3)	$930,221,101.00
Receipts	
Immediate annuities	$ 9,171,329.04
Deferred annuities	61,405,963.61
Interest to March 31, 1956	34,064,769.00
Total	$104,642,061.65
Disbursements	
Vested annuities	$ 34,075,922.94
Commuted values	422,146.64
Premiums returned with interest (including instalment death benefits)	3,033,205.15
Premiums returned without interest	631,536.45
Employee withdrawal payments (pension plans)	686,145.26
Total	$ 38,848,956.44
Receipts less disbursements, 1955-56	65,793,105.21
Total	$104,642,061.65

Distribution

Interest Rate	Fund at 31/3/56
4 %	$734,724,515.00
3 %	82,224,421.00
3½%	113,272,165.00
Total	$930,221,101.00

TABLE 3—Valuation, March 31, 1956, of annuity contracts and certificates

Classification	Number	Amount of Annuity	Present Value of Annuities in Force
Vested:		$	$
Males, ordinary annuities	13,415	5,882,883	47,375,292
Females, ordinary annuities	17,483	6,531,531	63,560,946
Males, guaranteed annuities	16,428	9,311,475	100,997,476
Females, guaranteed annuities	13,498	7,129,603	94,306,193
Reducing at age 70	2,439	2,304,947	19,005,776
Last survivor ordinary	3,470	1,647,556	20,897,533
Last survivor guaranteed	820	485,916	6,842,385
Annuities certain	3,557	1,854,990	7,609,962
Temporary annuities	396	95,445	454,125
Total vested	71,506	35,244,346	361,049,688
Deferred contracts and certificates	301,014	.....	568,846,153
Death benefits by instalments	.....	.....	226,906
Advance premiums	.....	.....	98,354
Totals	372,520	.....	930,221,101

TABLE 4—Vested annuity contracts, single life only, in force on March 31, 1956

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	24,906	39·4	39·4
$300 and less than $600	15,545	24·6	64·0
$600 and less than $900	10,783	17·0	81·0
$900 and less than $1,200	3,470	5·5	86·5
Exactly $1,200	7,803	12·3	98·8
Over $1,200	756*	1·2	100·0
Totals	63,263	100·0	.....

* Including 588 annuities reducing to less than $1,200 at age 70.

(B) By Sex and Age of Annuitant

	Male		Female		Total		
Age Attained	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	355	1·1	588	1·8	943	1·5	1·5
40–49	654	2·1	1,052	3·3	1,706	2·7	4·2
50–59	2,053	6·5	3,497	11·0	5,550	8·8	13·0
60–69	12,123	38·5	11,015	34·7	23,138	36·6	49·6
70–79	13,497	42·8	10,885	34·3	24,382	38·5	88·1
80–89	2,648	8·4	4,276	13·5	6,924	10·9	99·0
90 and over	187	0·6	433	1·4	620	1·0	100·0
Totals	31,517	100·0	31,746	100·0	63,263	100·0	.....

Special Services

During the fiscal year 1955-1956 the Special Services Branch continued to administer the Federal-Provincial Farm Labour program. It also continued to make necessary arrangements for movements of workers between Canada and the United States as required and continued its liaison with associations and employers in the forest industries in regard to manpower problems. The work of the Branch in relation to the selection and placement of immigrants who came forward in group movements was also carried on during the year. This activity, as in the past, was carried out in co-operation with the Department of Citizenship and Immigration and the National Employment Service.

In order to ensure that the Government's policy of creating maximum winter employment was vigorously applied, a working committee set up in the Department of Labour during the previous year continued its activities. The Special Services Branch provided the secretariat for this committee as well as the secretariat for an interdepartmental co-ordinating committee and various sub-committees. In carrying out this program, the Branch maintained contact with other government departments and Crown agencies, as well as liaison with provincial governments and industrial sub-groups. Assistance was also given in the organization of promotional work which called for talks with regional and local employment committees, municipal officials, national associations and labour organizations.

These various activities of the Special Services Branch are dealt with separately hereunder.

Federal-Provincial Farm Labour Program

To assist the provinces in carrying out their farm labour program, agreements covering operations for the fiscal year 1955-56 were entered into with each of the provinces except Newfoundland. Under these agreements, the federal Government and the provinces shared expenses incurred in organizing the more efficient use of manpower in agriculture and in recruiting, transporting and placing workers on farms and in related industries. The amounts allocated to the provinces under these agreements were: Prince Edward Island, $5,000; Nova Scotia, $10,000; New Brunswick, $7,000; Quebec, $25,000; Ontario, $48,000; Manitoba, $20,000; Saskatchewan, $45,000; Alberta, $60,000; and British Columbia, $30,000.

As in previous years, it was necessary to move large numbers of workers within the provinces to meet seasonal requirements. Included were workers for small fruit picking, truck gardening and canning crops, sugar beet growing, tobacco harvesting, tree fruit harvesting, potato picking and hay and grain harvesting.

When the demand for farm workers could not be met within a province, arrangements were made to move workers between provinces. Details of the organized interprovincial movements are set out in the following table:

TABLE 1—Interprovincial Farm Labour Movements During the Fiscal Year Ended March 31, 1956

Type of Movement	From	To	Number of Workers
Fruit Pickers	Sask., Alta.	B.C.	180
Hay Harvesters	Prairies	Ont.	294
Hay Harvesters	Maritimes	Ont.	407
Grain Harvesters	Ont., Quebec	Prairies	1,219
Fruit Pickers (Students)	Quebec	Ont.	44
Potato Pickers	N.S., N.B.	P.E.I.	446

Immigration, as in recent years, was an important factor in meeting farm labour requirements. During the calendar year 1955, more than 7,000 immigrants of working age and classified as agricultural workers were admitted to Canada.

Through organized movements of farm workers within Canada and the entry of immigrant farm workers, the requirements of agriculture were met and there were no crop losses resulting from labour shortages reported during the year.

Officials concerned in the administration of the Federal-Provincial Farm Labour program meet annually at Ottawa to review the year's operations and to make plans for meeting labour requirements in agriculture and related industries during the coming year. The 13th Federal-Provincial Farm Labour Conference was held in Ottawa December 8 and 9, 1955, and was attended by representatives from all provinces except Newfoundland, head office and regional officials of the National Employment Service, and officials of the Federal Departments of Citizenship and Immigration, Agriculture and Labour. Representatives of the Canadian Federation of Agriculture, the United States Employment Service, the Canadian National Railways and several embassies in Ottawa also attended.

Organized Movements of Workers Between Canada and the United States

The shortage of woods labour in the northern New England states and the availability of skilled woods workers in the border areas of Quebec and New Brunswick led to an arrangement during the war years whereby Canadian woods workers could be recruited by approved American employers under a quota arrangement. This arrangement has been carried on in the post-war years, changes considered necessary in the agreement being worked out between the Department of Labour of Canada and the United States Department of Labor. The present quota stands at 9,900. Applications for Canadian woods workers are made by American operators to the United States Immigration Department and certified by the United States Department of Labor. Allocations are then made in accordance with the agreement.

The numbers of Canadian woods workers employed under the agreement in recent years were as follows:

TABLE 2—Numbers of Canadian Woods Workers Employed in the United States at Four Specified Dates During the Years 1948 to 1955 Inclusive

	March 1	June 1	September 1	December 1
1948	5,300	5,700	5,300	5,800
1949	4,050	2,150	2,150	1,900
1950	1,800	2,400	2,950	5,500
1951	5,848	4,570	6,324	7,495
1952	5,825	4,950	4,750	4,525
1953	4,100	3,670	3,848	4,875
1954	3,996	3,589	3,414	4,742
1955	3,833	4,893	5,978	7,548

There is a very high turnover on these woods operations in the United States and men are crossing the border almost continuously to take jobs. Therefore, the figures shown in Table 2 do not represent the total number of men who have been employed.

For many years, there have been seasonal movements of various classes of agricultural workers to and from the United States, such as the movement from Quebec and New Brunswick to assist in the harvesting of potatoes in Maine, and the movement of tobacco curers from the United States to Quebec and Ontario. In recent years these movements have been placed on an organized basis through agreement with the United States authorities. Particulars of such organized movements between the United States and Canada during the fiscal year are shown in Table 3.

TABLE 3—Movements of Farm Labour Between Canada and the United States during the Fiscal Year Ended March 31, 1956

Type of Movement	From	To	Number of Workers
Potato Pickers	Que., N.B.	Maine	6,000
Potato Pickers	Que.	New York State	58
Maple Sugar Harvesters	Que.	New England States	400
Bean Harvesters	N.B.	Maine	450
Tobacco Workers	Southern States	Ont., Que.	1,775
Apple Pickers	Que.	New York State	126
Potato Planters	N.B.	Maine	96

Reception and Placement of Immigrant Workers Who Come Forward in Group Movements

Immigration to Canada during the fiscal year 1955-56 was down considerably from previous years and the number of immigrants who came forward in group movements was the smallest since such movements were begun in 1946-47. The number of immigrants who come forward in group movements during the year was 1,610, of whom 1,049 were domestic workers. The remainder were placed in agricultural employment.

In previous years the selection of domestic workers was carried out almost entirely in European countries but in 1955-56 authority was granted for the movement, on an experimental basis, of 100 domestic workers from the British West Indies—25 from the Barbados and 75 from Jamaica. The occupational suitability of the workers was determined by the authorities in the B.W.I. in accordance with standards laid down by the Government of Canada. Transportation to destination was provided by the immigrants themselves. These workers arrived in Canada during November and December, 1955, and were placed in homes in Montreal, Toronto and Ottawa. This centralization of placement was considered desirable in order that the progress of the workers could be observed and to keep the workers' costs of transportation to a minimum.

Employers requesting the services of workers brought forward in group movements agree to provide employment for at least twelve months at wages and other working conditions not less favourable to the worker than those which apply to similar classifications of employment in the district. The workers agree to accept the employment for which they are selected or such other employment as may be arranged for them by an authorized representative of the Federal Government and to remain in such employment for a period of at least twelve months.

Prior to April 1, 1955, the Department of Labour assumed the cost of inland transportation for domestics and farm workers who came forward in group movements and who were placed in employment by the National Employment Service and Federal-Provincial Farm Labour Committees, provided that the worker remained in the employment to which he or she was assigned for a period of one year. Effective April 1, 1955, the policy of assuming such transportation for domestic workers was discontinued. As from that date any inland transportation granted to domestics was by way of assisted passage loans made by the Department of Citizenship and Immigration. Inland transportation for farm workers coming forward in group movements during the fiscal year was assumed under the same conditions as prevailed in previous years. Arrangements for inland transportation for such farm workers were made by representatives of the Department of Labour at the ports of entry but the expenditures were charged against funds made available by the Department of Citizenship and Immigration.

Wherever possible workers coming forward in group movements are sent directly from the port of entry to their final destination. It is desirable, however, in the case of some categories of workers, including those for placement in domestic work, to have employment officers in Canada interview the individuals prior to final placement. To provide temporary accommodation and a suitable place for interviewing and counselling, the Department of Labour continued to operate its hostel at St. Paul l'Ermite, Qué.

During the ten-year period ending March 31, 1956, a total of 93,238 immigrants have come to Canada in group movements and have been placed in employment through the National Employment Service and the Department of Labour. Farm workers constitute the largest single group brought forward during this period, there having been 33,053 such workers. The next largest single group was made up of domestic workers, including both single girls and married couples. There were 22,206 in this classification. Table 4 shows the numbers of workers in the various occupational classifications who came forward in group movements for each of the fiscal years from 1946 to March 31, 1956.

TABLE 4—Workers Brought to Canada in Group Movement by Fiscal Years

Classification	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	Total
Woodsworkers	.....	3,472	1	10	887	2,639	.....	.....	.....	.....	7,009
General Labourers	.....	.....	1,106	13	1,636	3,969	161	264	228	.....	7,377
Miners	.....	1,003	1,964	957	649	1,606	.....	.....	.....	.....	6,179
Farm Workers											
Single Male	2,876	1,651	2,828	1,602	1,272	3,519	2,268	2,448	332	176	18,972
Couples	.....	.....	356	690	290	534	80	478	26	16	2,470
Families*	.....	.....	5	118	86	196	48	166	16	2	637
Sugar Beet Workers	.....	.....	.....	233	245	26	.....	.....	.....	.....	504
Sugar Beet Families	.....	.....	772	1,138	704	1,185	1,073	1,506	466	367	7,211
Special Church Groups	.....	.....	.....	340	532	969	832	405	181	.....	3,259
Construction											
Hydro	.....	251	1,797	452	.....	.....	.....	.....	.....	.....	2,500
Track Maintenance	.....	390	1,741	251	298	890	925	1,142	600	.....	6,237
Other	.....	.....	248	13	.....	.....	.....	.....	.....	.....	261
Manufacturing											
Metal	.....	207	159	10	.....	.....	.....	.....	.....	.....	376
Textile and Apparel	.....	867	2,065	432	38	256	.....	.....	.....	.....	3,658
Boot and Shoe	.....	.....	98	10	14	11	.....	.....	.....	.....	133
Other	.....	.....	67	74	.....	.....	.....	.....	.....	.....	141
Services											
Domestics	.....	1,721	6,073	1,307	625	1,337	1,802	3,318	1,814	1,047	19,044
Domestic Couples	.....	82	418	700	476	862	14	224	68	2	2,846
Widows with children	.....	.....	94	104	24	43	.....	1	5	.....	271
Restaurant Workers	.....	.....	.....	13	21	11	.....	.....	.....	.....	45
Nurses	.....	.....	45	21	3	8	.....	.....	.....	.....	77
Miscellaneous	.....	.....	789	1,779	637	826	.....	.....	.....	.....	4,031
Totals	2,876	9,644	20,626	10,267	8,437	18,887	7,203	9,952	3,736	1,610	93,238

* Figures represent family units. Figures shown in all other categories represent total number of individuals.

Hospital and Medical Care

Very soon after group movements were begun it was found that some of these immigrants required hospital and medical care within a short time after their arrival. In most cases the immigrants were unable to pay the expenses involved and provincial and municipal authorities were reluctant to accept responsibility for payment, as the immigrants lacked residence qualifications. To meet this problem, the Department of Labour was given authority to pay hospital and medical expenses of certain indigent immigrants who, at the time the expenses were incurred, had been in Canada less than six months.

The Minister of Labour was also given authority to enter into agreements with the provinces to provide for the sharing of hospital and medical expenses incurred by certain indigent immigrants during the one-year period following their entry into Canada and, in 1948, agreements of this type were completed with Prince Edward Island, Manitoba, Saskatchewan and British Columbia. Similar agreements were entered into with Quebec and Ontario but the agreements with these provinces provided for payment of hospital expenses only and no provision was made for payment of the costs of medical care.

The agreements with Prince Edward Island and Quebec are still in effect but during 1952 and 1953 the Minister of Citizenship and Immigration negotiated new agreements on a broader basis with the provinces of Newfoundland, Nova Scotia, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia. During 1954-55 a similar agreement was entered into by the Minister of Citizenship and Immigration with the Northwest Territories Administration. On completion these agreements were turned over to the Department of Labour for administration purposes. The new agreements provide for hospital care for all indigent immigrants during their first year in Canada and some provide also for welfare assistance and medical care.

Overseas Activities

To provide facilities for Canadian employers wishing to recruit workers from the United Kingdom, the Department maintained a staff working under the direction of the Director of the Immigration Service in London, England. The service provided by this staff was in effect an extension of the coast-to-coast clearance system of the National Employment Service in Canada. Under this arrangement, Canadian employers who are unable to obtain the workers they require within Canada may place their orders "in clearance" to the London office. In some cases the employer sends a representative to the United Kingdom to make the final selection following preliminary screening by the Department. In other cases employers rely on departmental officers to make the final selection.

Another function of the staff in London is to cooperate with the officers of the Department of Citizenship and Immigration in providing a counselling service for prospective immigrants who are seeking information concerning employment prospects and working and living conditions in Canada.

Stimulation of Winter Employment

A working committee, composed of officials of the Department and the Unemployment Insurance Commission, and including also a representative of the National Employment Advisory Committee, set up in 1954 to explore ways of implementing the recommendations contained in a report on seasonal unemployment presented to the National Advisory Committee on Manpower, was very active during the year. This Committee worked closely with the National Employment Advisory Committee.

An increased number of construction contracts in which it was specified that work must continue through the winter was awarded. Many provincial and municipal governments across Canada took steps to increase winter employment. National organizations, including the Canadian Manufacturer's Association, The Canadian Chamber of Commerce, the Canadian Federation of Mayors and Municipalities and the labour congresses published articles asking their membership to assist in the effort to increase winter employment. Some of the chartered banks drew attention to the availability of home improvement loans for carrying out work during the winter.

A joint committee on wintertime construction was formed by the Canadian Construction Association to examine the seasonal problem in that industry and suggest steps that could be taken to reduce the drop in employment during the winter months.

In July, 1955, the Government issued a Cabinet Directive to all federal departments and agencies directing them to create the maximum amount of winter employment by:

(*a*) Arranging their construction programmes so that plans and specifications, tender calls and contract awards would be timed to provide the maximum amount of winter work for construction trades.

(*b*) Arranging to have alterations and repairs to buildings, houses and equipment, owned by government agencies carried out as far as practical during the winter months.

(*c*) Arranging procurement programmes, where practicable, to create the maximum amount of winter employment.

(*d*) Adapting its financial arrangements, staff and other related matters in such a way as to give effect to the directive and naming a responsible official who could be contacted in respect to the application and results of the directive.

Educational efforts to encourage more winter employment were undertaken on a national scale. They included radio and television broadcasts and newspaper articles in support of the work being carried forward by the National Employment Service offices and their advisory committees. These developed active campaigns with the full endorsement of local industry, organizations and individuals.

Woods Labour

In view of the importance of forestry as a basic primary industry and its close association with agriculture in regard to manpower, the Special Services Branch maintains close liaison with associations and individual employers in the forest industries with particular reference to their manpower problems.

To provide an adequate supply of workers for the forest industries, it has been necessary at various times since 1945 to carry out special campaigns in co-operation with the industry to encourage workers to take employment in the woods during the winter cutting season, and to bring forward immigrant workers selected in Europe for woods work.

Employment in the industry during the 1955 season was somewhat above 1954 levels but there was little difficulty in meeting the demand for woods labour except in a few remote areas.

Economics and Research Branch

The Economics and Research Branch serves as the central federal agency for economic analysis and research in the labour field. The Branch undertakes studies on wages, hours, working conditions, union organization, collective bargaining, manpower utilization, employment and unemployment, productivity and occupations, among other subjects.

Basic information for these studies is obtained from regular and special surveys of employers and unions and from government and other statistical research agencies. Some of the survey and analytical work is carried out in close co-operation with other government agencies, including the Dominion Bureau of Statistics, the Unemployment Insurance Commission and Central Mortgage and Housing Corporation.

The results of the analysis of survey data and of research studies are made available to labour and management, to the United Nations and the International Labour Office, to other government agencies and to the public, through *The Labour Gazette* and various regular and special reports issued by the Branch.

Wages

The annual survey of wage rates and standard hours of labour which covers some 14,500 establishments was conducted at its regular date, October 1. For most industries, schedules of selected occupations with job descriptions were sent out and employers were requested to report wage rates and hours of work for employees whose duties conform with those set out in the schedules.

Information from this wage survey, including index numbers of average wage rates by industry and average wage rates by occupation, by industry, and by region or city, is published annually in the report *Wage Rates and Hours of Labour in Canada.* The 37th edition of this report covering the October 1954 survey, now in bilingual form, was prepared during the year. Advance printed tables for a number of individual industries were sent to a small mailing list of interested organizations and individuals. Reaction to this advance printing was favourable.

Articles on wage rates based mainly on data from the 1954 survey were published in *The Labour Gazette,* before publication of the complete wage report.

Wages and Hours in the Primary Textiles Industry in Canada, October, 1954, a bilingual report containing detailed information on wage rates for selected occupations, tables of standard weekly hours and index numbers of wage rates, was published during the year.

Two sample surveys of general changes in wage rates were made; the first for the period October 1, 1954, to March 31, 1955, and the second for the period April 1, 1955, to October 1, 1955. The sample was made up of slightly more than 1,000 establishments representing all regions, industries, and both large and small establishments. The results of these semi-annual surveys were published in *The Labour Gazette.*

Co-operative arrangements with certain provincial departments of labour regarding the collection and processing of wage rate information were continued.

A re-appraisal of the Branch's wage program was undertaken during the year. Conferences were held with employers and industrial relations experts in Toronto and Montreal and with labour union representatives in Ottawa. As a result of these conferences and of research conducted in the Branch, certain changes in the collection, processing and presentation of wage rate data have already been put into effect. These changes and others which were under study at the close of the fiscal year will improve the quality and usefulness of the wage rate statistics compiled by the Branch.

A study of methods of wage payment in Canadian manufacturing was prepared for publication in *The Labour Gazette.* The replies to a question on hiring and basic wage rates, included for the first time in the October 1955 wage survey, were given preliminary analysis during the year.

A large volume of inquiries from employers and labour unions dealing with wage rates was handled by the Branch. Replies were also prepared for wage rate inquiries from other government departments and from the International Labour Office.

Working Conditions

Questionnaires requesting information on various aspects of working conditions are sent each April to approximately 14,500 employers with fifteen or more employees. The form is varied from year to year depending upon the kind of information for which there is a current need. The questionnaire used in the 1955 survey sought information on standard daily and weekly hours, annual paid vacations, statutory holidays, collective agreements, sickness absence provisions, pay practices, pension and insurance plans, job evaluation programs, shift work and premium rates of payment.

A series of articles based on the information obtained in the course of these annual surveys was published in *The Labour Gazette* during the year. General articles on working conditions in manufacturing were published in the October and November issues covering plant and office employees respectively. Articles on working conditions in retail trade, in metal mining, and in the motor vehicle and motor vehicle parts industry appeared in the May 1955, June 1955, and January 1956, issues respectively. Other articles prepared as the result of information obtained from the annual survey dealt with cost of living wage adjustments in manufacturing (September 1955) and methods of computing vacation pay (March 1956).

An article containing an analysis of the coverage of industrial pension plans in Canada was published in the July 1955 issue of *The Labour Gazette.* This article and three other analytical articles on Canadian industrial pension plans, previously published in *The Labour Gazette,* were re-issued as a pamphlet entitled *Industrial Pension Plans in Canada.* The aspects of pension plans dealt with were: contribution and benefit formulas, retirement policy in pension plans, and vesting provisions.

An interdepartmental committee, set up in 1955 under the chairmanship of a member of the Branch to study and report on the effect of industrial pensions on the hiring and retention in employment of older workers, continued its investigations during the year.

The Branch is also represented on an interdepartmental committee set up to determine what official statistical series on pensions (industrial, commercial and governmental) are now available, to decide what, if any, additional information should be collected and to advise on the most practical methods of compiling such information.

During the year the Branch continued to work with the various provincial workmen's compensation boards with a view to adopting standard methods of compiling statistics on industrial injuries which would make possible both interprovincial comparisons and the compilation of nation-wide statistics. The Branch also continued to collect information on industrial fatalities. This information, derived from data furnished by the various provincial workmen's compensation boards and supplemented by reports from the Board of Transport Commissioners and other sources, including reports in the press, was made available during the year through quarterly articles in *The Labour Gazette* and an annual summary published in the May 1955 issue.

In addition to the usual investigations necessitated by inquiries from various sources, several major requests for information were met during the year. These included: the collection of statistical information on fringe benefits requested by parties to the railway negotiations of 1955-56 and special investigations of various phases of working conditions in those industries which come under federal jurisdiction in matters of labour legislation.

Under co-operative arrangements made with the Bureau of Economics of the Department of Trade and Industry of British Columbia, special compilations were made dealing with working conditions in Vancouver and Victoria. The result of this co-operation is that an appreciable number of survey respondents are asked to furnish information only once to meet the needs of both federal and provincial agencies.

Collective Agreements

The Branch maintains a file of as many collective agreements in Canada as can be obtained. The file at present contains more than 7,000 current agreements. The number of workers under agreement in 1954 was approximately 1,515,000.

Articles based on analytical studies of agreements were prepared during the fiscal year and appeared in *The Labour Gazette* as follows: Statutory Holiday Provisions, June 1955; Welfare Provisions in Construction Agreements, June 1955. Articles analyzing changes in wages, hours, and working conditions, as found in collective agreements, were published in July 1955 and December 1955. Articles on particular industries were published as follows: Collective Bargaining in the Truck Transportation Industry, May 1955; The Flour Milling Industry, August 1955; Collective Agreements Covering Unlicensed Personnel in the Water Transport Industry, September 1955; and Collective Agreements

in Hospitals, October 1955. Studies showing the number of workers affected by collective agreements in Canada were published in April 1955 for the calendar year 1953, and in January 1956 and March 1956 for 1954.

Labour Organization in Canada

The forty-fifth *Annual Report on Labour Organization in Canada,* being prepared in 1956, shows an increase in union membership over the previous year, to a total of 1,346,000 at January 1, 1956. This report is based on information obtained from questionnaires sent to all known unions and their locals. It presents statistical information and a directory of labour organizations giving membership figures, affiliations, the names and addresses of officials and the names of official publications.

Strikes and Lockouts

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* giving particulars as to duration, cause and method of settlement. A review for each calendar year, with statistical analyses, is published as early as possible in the year following.

The data pertain to all work stoppages caused by labour-management disputes without any distinction as to whether they fell within federal or provincial legislation. Information is obtained from the Unemployment Insurance Commission, the Industrial Relations Branch, provincial departments of labour, press clippings, etc. In each instance an effort is made to obtain complete details from representatives of the workers and employers involved.

Industrial Relations Research

Apart from its regular survey activities, the Branch undertook a number of special studies in matters of current importance in the field of industrial relations. For example, developments in the United States and Canada in regard to guaranteed wage, or supplemental unemployment benefit, plans were examined and appraised. An article was prepared for publication in *The Labour Gazette.*

While several industries within the field of federal jurisdiction were made the subject of articles for *The Labour Gazette* during the year (as indicated above), the Branch gave particular attention to problems of labour-management relations on Canadian railways. For departmental purposes preliminary studies were made of the history of bargaining on the railways and of trends in wages and other economic factors.

A project which is expected to produce valuable information on conciliation activity in Canada was carried a stage closer to fruition during the year. A committee of the Canadian Association of Administrators of Labour Legislation was formed in 1954 to work out procedures for the collection and the compilation of statistics on conciliation activity in the federal and provincial departments of labour. After the completion of the committee's preparatory work, the Branch began collecting monthly information in January 1956, with the cooperation of federal and provincial authorities. Monthly statistics are being compiled on an experimental basis.

The Branch has been closely associated with the Labour Department-University Research Program since its inception in 1951. It has supplied advice and assistance, and has profited in the development of its own industrial relations work from the studies that have been produced and from contact with participants. During the year the Department paid five research grants to Canadian universities under the Labour Department-University Research Program. The research program provides grants to universities to enable faculty members and post-graduate students to do research projects dealing with the settlement of labour-management disputes. Grants are made by the Department upon the recommendation of a committee composed of representatives from universities and from the Department. The five studies undertaken in the past year deal with various aspects of conciliation and arbitration. The universities to which the grants were paid were: The University of Toronto, the University of Alberta, Assumption College, and McGill University.

Since the research program's inception, 22 studies have been undertaken in various Canadian universities. One study has been published in book form. Six further studies were in the process of publication at the end of the fiscal year.

Another project undertaken by the Branch was to provide information on international unionism and international wage comparisons for the Royal Commission on Canada's Economic Prospects.

Employment and Labour Markets

The study of current employment conditions, manpower requirements and the supply of labour was continued during the year by local areas and regions, by industries and occupations, as well as for Canada as a whole.

The results of these analyses were published each month in the *Current Manpower and Labour Relations Review* section of *The Labour Gazette*. This section contains each month an assessment of the current employment situation in 109 local labour market areas, in the five regions, an over-all assessment of the employment and unemployment situation for Canada as a whole, and a current picture of labour-management relations. In addition, monthly press releases based on these studies, and prepared in co-operation with the Dominion Bureau of Statistics and the National Employment Service, were issued.

The quarterly survey of the employment expectations of a sample of establishments in manufacturing and in selected non-manufacturing industries was continued during the year. The results of the survey again were assembled in the confidential *Employment Forecast Survey* reports.

An intensive critical examination of the survey, begun in the summer of 1953, was continued during the year. This examination, which has attempted to assess the accuracy of the past predictive performance, and to investigate possible improvements in sampling and projection techniques, was substantially completed. A record of past accuracy is now included in the reports. The interview program with business executives was continued during 1955. The results of the program were assembled in report form and circulated among senior government officials as a confidential report. A new document titled *Employment and Unemployment Outlook* was produced during 1955. This

report consisted of an assessment of developing manpower requirements in the economy, which were then related to labour force trends. It was classified as confidential, and issued three times during the year.

Regular fortnightly reports on the current employment and unemployment situation were prepared during the year for the use of the Deputy Minister of Labour and other senior government officials. These reports were usually accompanied by supplementary information covering a wide range of developments in the manpower field.

In addition to regular reports on the manpower situation, articles on employment were prepared for publication in *The Labour Gazette*. These included: June 1955, "Jobs Greated by Plant Expansion, First Quarter, 1955"; August 1955, "Labour Force Trends, 1947-54 in Canada and the U.S."; January 1956, "Employment in 1955"; March 1956, "Effects of Plant Expansion on Manufacturing Employment".

The Branch continued to examine various statistical series to determine their reliability in evaluating manpower needs and supplies. Particular emphasis was given to a study of registrations for employment in local National Employment Service office areas in relation to unemployment insurance coverage, industry distribution and labour mobility in and out of these areas.

During the year, studies were made on long-run trends in the population and the labour force. These included an analysis of the contribution made to labour force growth by immigration, a study of changing labour force participation rates by sex and age with a projection of these rates into the future, and a study of Canada's resources of skilled and professional manpower in relation to expanding requirements for such workers. These studies were undertaken mainly for the Royal Commission on Canada's Economic Prospects.

Assistance was given to the Women's Bureau in planning and conducting a survey of married women who are working. This included advice on methods of conducting the survey, on the design of the questionnaire, and on ways and means of analyzing the information secured. Some assistance was also given in the actual enumeration. In addition to this survey, work began on the preparation of a fact booklet on working women. The purpose of this booklet is to make available to the public, in convenient form, some of the important statistics dealing with women in the labour force.

The research on seasonal employment variations turned in this period to a study of techniques of adjusting labour and other statistical series for seasonal changes so that the effects of other influences could be more clearly seen. Such seasonally adjusted data provide an additional important aid to analysis.

Further studies were made of particular aspects of unemployment insurance in the United States, including the minimum and maximum duration of benefit entitlement. Draft plans were also made for studying the changes in the Canadian unemployment insurance program after they had been in operation for a while, to determine the effectiveness of the assistance provided to jobless workers.

During the summer of 1955, a pilot study was made of a number of plants in a few selected industries, to ascertain the factors accounting for unusually large productivity increases which seemed to be occurring in these industries. This study was designed to serve as a basis for later work in the productivity field on a regular basis.

Replies were prepared to numerous enquiries and questionnaires received from the Organization for European Economic Co-operation and the North Atlantic Treaty Organization. These dealt with various aspects of the manpower situation in Canada including problems to be faced in event of a national emergency. Further work was done in improving the information available on manpower resources.

Occupational Analysis

The Branch continued to prepare and publish monographs and pamphlets in the "Canadian Occupations" series. Each monograph involves research into an occupation or group of related occupations with respect to historical development, nature of the work, entrance requirements, training, advantages and disadvantages, opportunities and trends in employment. This series of booklets is distributed through a co-operative arrangement with the provinces and is designed to help meet the demand for up-to-date information on occupations from teachers, vocational guidance counsellors, employment service officers, directors of personnel, union officials, workers shifting to other occupations and, most of all, from youth faced with the selection of an occupation.

Two new monographs were released during the year, *Draughtsmen* and *Welder*. Two others were in the process of being printed, *Careers in Home Economics* and *Occupations in the Aircraft Manufacturing Industry*. Basic research work was well advanced on three new monographs, *Occupations in the Construction Iudustry, Physio-and Occupational Therapist,* and *Careers in Teaching*.

French editions of the following were revised and are being reprinted—*Carpenter, Painter, Plumber, Pipe Fitter and Steam Fitter, Printing Trades, Social Worker*. Also revised was the English pamphlet *Careers in Natural Science and Engineering*. Revisions of French and English monographs and pamphlets are underway for *Motor Vehicle Mechanic, Machinists and Machine Operators, Optometrist, Foundry Workers,* and *Technical Occupations in Radio and Electronics*.

In collaboration with the National Film Board, work continued on the production of occupational filmstrips. These are based on titles in the "Canadian Occupations" series and provide a visual presentation of the material contained in these publications. Four filmstrips were released during the year, *Bricklayers and Stone Masons, Printing Trades, Careers in Natural Science,* and *Careers in Home Economics*. Work is well advanced on *Motor Vehicle Mechanics,* and *Mining Occupations,* to be released in 1956.

The Branch also extended its work on occupational wage-reporting schedules. The schedules provide a valuable means of obtaining more precise information from employers on occupational wage rates. They are used in conjunction with the questionnaire form sent out in the Branch's Annual Survey of Wage Rates

and Hours of Labour in Canada. Each schedule covers a particular industry and contains brief descriptions of selected occupations that are considered representative of that industry for wage reporting purposes. Through the use of occupational descriptions, a more uniform reporting of wage rates by occupation is achieved. In preparing the schedules, representative establishments in each industry are consulted regarding adequacy of occupational coverage and descriptions. To date, schedules have been prepared for seventy industries. Occupational code lists for each of these schedules have also been prepared for use in coding wage returns.

Work on summarizing armed services trade specifications and establishing service-civilian occupational relationships was continued during the year in co-operation with the Department of National Defence.

Several special research projects were undertaken in this field in connection with the study of skilled manpower resources for the Royal Commisison on Canada's Economic Prospects. A survey of organized plant training programs, previously conducted in January 1952, was again carried out in January 1956, in order to assess some of the major changes that have occurred in plant training since 1952. A question was asked in the April 1, 1956, working conditions survey to obtain information on the number of skilled tradesmen in industry, the extent of organized trade training for skilled tradesmen, and the ways in which firms met their requirements for skilled tradesmen during the past year. Existing sources of apprenticeship and vocational training statistics were analyzed and tables prepared. A report is being prepared on the Organization of Vocational Education in Canada.

Technical Personnel

A register of technical personnel which the Branch maintains is a record of Canadian architects, scientists, engineers and veterinarians. During the year, this register was maintained and expanded in coverage.

At the end of the year the register contained detailed punch card information on nearly 41,000 persons, covering professional specializations and functions, academic qualifications, location and salary. Material in some detail has been assembled for an additional 10,000 persons for whom punch cards have not been made because they have retired or are not occupying positions considered to be professional for the purposes of the Technical Personnel Register. In addition, partial information is available for a further 28,000 persons, including the graduating classes of 1953, 1954 and 1955, whose record is as yet tentative since they are not yet considered to be established in their professional careers. The total number of persons included in the register at the end of the year, in all the above categories, was 79,000 in comparison to 72,900 at the end of last year.

Questionnaires were distributed to all Canadian universities in order to obtain the names, addresses and courses of prospective 1956 graduates in the professions covered by the register. The records of immigrants with technical training were secured with the help of the National Employment Service and various professional organizations during the year. Liaison was maintained with the National Science Foundation in the United States, for exchange of

information on Canadian scientists who are members of United States professional societies, and United States scientists resident in Canada. Three *Technical Personnel* bulletins were published : March 1955, *Progress Report on Technical Personnel Register;* June 1955, *Report on Architects;* September 1955, *Report on Geologists.* These bulletins are circulated to members of government departments, persons in industry and education, provincial educational departments and counselling services, the universities, and other organizations in Canada and abroad.

In February 1956, the Branch sponsored a meeting of an advisory committee on professional manpower which was attended by representatives of scientific and professional associations, the National Conference of Canadian Universities, and government departments and agencies. The purpose of this meeting was to discuss the problems of the availability and use of information on scientific and engineering personnel and related subjects.

In co-operation with the National Employment Service preparations were made for the 1956 survey of future requirements for professional personnel. About 1,100 large industrial establishments as well as provincial and federal government departments and universities will indicate their probable employment requirements of scientific and engineering personnel.

During the year arrangements were made to keep the Technical Personnel Register more nearly up-to-date by surveying one-third of all registrants every third year. It is expected that this will make the available data on Canadian scientists and engineers more current and useful.

Close contact was maintained with Canadian universities, scientific and professional organizations, some of the major employers of scientists, the National Employment Service, the National Research Council, the Defence Research Board, and other government agencies and organizations to which the Technical Personnel Register has proved of service and from whom co-operation is obtained.

Other Activities

The Branch prepared ten reports for the International Labour Office. Those of a comprehensive nature included the report for the fifteenth issue of the I.L.O. *Year Book of Labour Statistics,* the report for the *Statistical Year Book* of the United Nations, the report for the United Nations *Demographic Year Book* and reports on building, civil engineering and public works, coal mining industry, on freedom of employers' and workers' organizations in Canada, and on salaried and professional workers in Canada.

During the year, the fifth edition of the booklet *Working and Living Conditions in Canada* was completed and made available for distribution. As this publication is widely used for reference by officials concerned with immigration, particular attention was given to topics of special interest to prospective Canadians. The booklet includes concise information on general economic conditions, employment, labour force, women in the labour force, seasonality of employment, agriculture, employment service, fair employment practices legislation, education, apprenticeship, vocational training and guidance, professional personnel, labour unions and collective bargaining, wage rates and hourly earnings, weekly earnings, hours of work and working conditions, standard of living and prices, and social security measures.

The Branch maintained close contact with developments in the agricultural industry, particularly with respect to farm labour. The third in the series of booklets on farm labour problems, *Working and Living Conditions in Agriculture,* was completed and made available for distribution during 1955. Distribution of Bulletins No. 1, *The Farmer's Son,* and No. 2, *Farm Safety and Workmen's Compensation,* was continued.

Assistance was given in the preparation of two reports for the annual Dominion-Provincial Agricultural Production Conference. One dealt with the farm labour situation in 1955, and the other with the outlook for farm labour in 1956. Both were published in the *Current Review of Agricultural Conditions in Canada.*

The Labour Gazette

As the official journal of the Department, *The Labour Gazette* continued during the fiscal year the policy established when it was founded in 1900 of reporting objectively and factually events and trends in labour and industry, and of publishing accurate statistical and other information relating to labour conditions.

The *Labour Gazette* regularly publishes records of labour legislation, employment and unemployment, immigration, farm labour, wages and hours of labour, price trends and cost of living, industrial relations, industrial disputes, conciliation, collective agreements, vocational training activities, rehabilitation of disabled persons, industrial health and accidents, women in industry, employment and training of youth, the Unemployment Insurance Commission, the provincial departments of labour and workmen's compensation boards, and the decisions of the Canada Labour Relations Board.

Articles on Labour Problems

Articles on the economic and social aspects of labour problems, many of which were prepared by the Economics and Research Branch, also appeared in various issues during the year. Special articles were: "Automation" in the April issue, and "The Story of The Labour Gazette", published in August. The fourth and last of a series of articles on a study of industrial pension plans appeared in the July issue.

The proceedings of the International Labour Organization, the annual industrial relations conferences at McGill and Laval Universities, and the annual conventions of the major labour organizations in Canada, the United States and Great Britain were comprehensively reported, as also were the briefs submitted to the federal and provincial Governments by various labour bodies. A report of the first constitutional convention of the combined American Federation of Labor and Congress of Industrial Organizations was given in the January 1956 number.

Monthly Distribution

The average monthly distribution of *The Labour Gazette* during the fiscal year was 14,499 (11,501 in English and 2,998 in French). Of this number, the average monthly paid circulation was 7,153 (5,539 in English and 1,614 in French), and the complimentary circulation was 7,346 (5,962 in English and 1,384 in French). The English circulation is 48·1 per cent paid; the French 53·8 per cent paid.

The condensation of press stories and editorials for distribution to officials of the Government, which had formerly been prepared weekly by the Branch, was in August changed to a daily summary. The Branch continued the supervision of the department's press clipping bureau.

The subscription rate in April 1955 became $2 a year for Canadian subscribers, with a special rate of $1 a year to groups of five or more to accommodate the requirements of trade union locals, students, and companies wishing to subscribe for their staffs, and $4 a year outside Canada. At the close of each calendar year a limited number of volumes are bound, with a classified index, and sold to subscribers at $5 a volume in Canada and $7 in other countries.

Information and Publicity

The Information Branch provides a wide variety of information and publicity services for the Department, the Unemployment Insurance Commission and the Canada Labour Relations Board. This is in line with the policy of the Department to keep the public and the press fully informed on the legislation it administers, as well as on the activities of all federal agencies in the labour field.

The duties of the Branch include press liaison services for the National Advisory Committee on the Rehabilitation of the Disabled, the Canadian Vocational Training Advisory Council, the National Apprenticeship Advisory Committee, the Federal-Provincial Farm Labour Conference, and the National Employment Committee.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the year, 148 releases were issued. A one-page bulletin summarizing all news releases issued during each week was mailed to all weekly newspapers.

A brief digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in bulletin form, was distributed on a monthly basis to employers and employer groups, leading trade unions, and others interested in the subjects covered. The circulation, on a request basis in both English and French, was about 30,000 for each issue. In addition, several thousand extra copies of certain issues were requested by interested groups, and some issues were used as pamphlets for distribution at labour conventions and other meetings.

Again during the year an advertising campaign was carried out to promote the sale of Canadian Government Annuities. The Branch was largely responsible for the design, lay-out and copy for these advertisements. It was also responsible for choice of media, which meant keeping the productivity of individual advertisements and various publications under constant review.

The Branch continued to cooperate with the National Coordinator, Civilian Rehabilitation, in a program of publicity on behalf of rehabilitation and the employment of the handicapped. Press releases, broadcasts on "Canada at Work" and issues of "2 Minutes of Employment Facts" were used to outline the operation of the Federal-Provincial Rehabilitation Program and to promote the employment of handicapped persons. Material was provided to assist local offices of the National Employment Service organizing an "Employ the Handicapped Week" in October. Screenings were continued of the film "Everybody's Handicapped" designed to widen the employment horizon for the disabled. By the end of the year the film, first released in 1954, had been seen by a total audience of more than 200,000 persons, a large proportion of them business executives.

During the year, the Branch wrote the English and French scripts for, and placed in production with the National Film Board, another film to aid the national rehabilitation program. The new film, which was close to com-

pletion at March 31, will be used to arouse community interest in planning and local coordination of rehabilitation services. The film is based on practical Canadian experience and lays out a general plan for a community rehabilitation organization. Intended for viewing by the general public as well as by specialists in the field, it recognizes that a successful community program needs active help and understanding from every group in the community and particularly from employers.

While the circulation of exhibits to fairs and exhibitions has been discontinued by the Department, existing exhibits, with minor alterations, have been used at labour congress conventions and other meetings to serve as distributing points for information material and to publicize generally the services available through the Department.

In keeping with the policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of accident prevention, distribution was continued of the series of safety films prepared in co-operation with the National Film Board under the general title, "Accidents Don't Happen—They're Caused". A seventh film in the series, on the emergency care and handling of accident victims with spinal injuries, was released during the year. The film, "Early Handling of Spinal Injuries", explains why injuries to the spine are so dangerous and demonstrates an approved method of handling conscious and unconscious patients to prevent further injury which may result in paralysis or death. The Branch also assisted in a campaign to encourage safety in federal government departments and crown corporations.

The Department again assisted the National Film Board financially in the operation of an Industrial Film Preview Library, consisting of films selected by the Branch. Blocks of these films were distributed during the year by the National Film Board throughout the country, as a service to employers and to encourage the formation of community Industrial and Trade Union Film Councils.

The Branch conducted liaison with other departments in all labour matters pertaining to veterans of the Armed Forces, and continued to handle enquiries concerning reinstatement rights under the Reinstatement in Civil Employment Act.

The Branch cooperated in arranging publicity and information material in connection with the Canada Fair Employment Practices Act. Eight radio broadcasts produced in 1954 were re-broadcast in the "Canada at Work" series. These talks by well-known Canadians were printed as individual leaflets for distribution to employers in industries under federal jurisdiction, to labour unions and other interested organizations. They were also consolidated in booklet form for sale under the title of "Do Unto Others". A display panel, with pamphlets, posters, copies of the Act and other information material, was made available at labour conventions and meetings of appropriate organizations.

"Canada at Work"

The Branch is responsible for producing the weekly radio program "Canada at Work" for broadcast over independent radio stations. In addition to the details of collecting material, writing, editing, and distributing the programs,

the Branch recorded the bulk of the broadcasts with its own equipment. Broadcast regularly since 1942, "Canada at Work" brings current information on labour and related topics before the public. At the year's end the program was being carried weekly by 62 radio stations. In addition, 23 French language radio stations carried a series of ten broadcasts produced by the Branch on the main subjects covered by the regular English programs.

Broadcasts during the year dealt with such subjects as seasonal unemployment, rehabilitation of the physically handicapped, racial discrimination and fair employment practices, apprenticeship and vocational training, employment of older workers, labour-management cooperation committees, the International Labour Organization, industrial safety, unemployment insurance, employment for university graduates, industrial pension plans, and cooperation between government and industry in a variety of fields.

Many of these broadcasts were written and delivered by professionals in the fields covered. Others were by well-known Canadians or international figures who spoke in support of departmental programs such as employment of the physically handicapped. More than 22,000 scripts were sent out in response to written requests.

Employment of Older Workers

The Branch co-operated with the Interdepartmental Committee on the Older Workers established in 1953, on the recommendation of the National Advisory Council on Manpower. The Committee is composed of representatives of the Departments of Labour, National Health and Welfare, Veterans Affairs and the Unemployment Insurance Commission. The Director of the Branch is chairman of this committee, and another member of the staff is secretary. This committee has continued to study various phases of the whole problem with a view to publicizing results. Close liaison was continued during the year with employer, labour and welfare organizations. A sub-committee made up of appropriate officials from several departments conducted a study of pension plans as an obstacle to the employment of older workers, and at the end of the year was preparing a report. Simultaneously, a review of all available published material on flexible retirement was carried out by the Branch. In co-operation with the Canadian Retail Federation, preliminary arrangements were completed for a survey of the retail industry in relation to the problem of the older worker. The committee decided the first step would be a pilot survey of two large retail outlets which will be conducted by the Economics and Research Branch with assistance from the National Employment Service.

The Branch continued to keep the problem before the public during the year by liaison with newspapers and periodicals, by radio broadcasts and by continued distribution of a branch report entitled "The Problem of the Older Worker". Many letters of enquiry on different phases of the problem were answered. A departmental film called "Date of Birth", produced in 1950, covering various aspects of the problem was still being screened during the year for interested groups of executives and personnel officers.

Winter Employment

During the winter of 1955-56, the Labour Department and the National Employment Service, in conjunction with the National Employment Advisory Committee, organized a national program specifically designed to increase employment for those out of work because of seasonal factors. The campaign had the endorsation and cooperation of the major employer and labour organizations and several other national bodies, including many women's groups. Liaison was also maintained with the appropriate provincial government departments. (See also page 34.)

In support of the program a broad publicity campaign was organized. The first phase was designed to encourage individuals, organizations and business enterprises, especially on the local level, to plan for construction, maintenance or similar work so well in advance as to provide the maximum employment in the winter months. The second phase, beginning in the second week of January, was designed to encourage home and business owners and others to have their inside construction, repair and maintenance jobs done at that time, when the construction industry was in its slack season.

In addition to establishing liaison with national organizations actively supporting the publicity campaign, the Branch prepared and placed advertising in all daily and weekly newspapers and spot announcements on all radio stations during January. At the same time, a film trailer was circulated to all first-run motion picture theatres and to television stations. Three broadcasts stressing the theme of the campaign were produced in the "Canada at Work" radio series. The Branch also produced two posters, one for the fall and one for the winter for distribution in quantity to all localities where there was a local National Employment Office. Pamphlets and circular letters were also prepared to stimulate interest.

It was realized from the outset that if the national publicity and educational efforts were to produce any tangible results, individual communities would have to undertake coordinated efforts on their own behalf. As a result, Information Branch activities were designed to give maximum support to local employment offices of the National Employment Service and Local Employment Committees. In varying degrees, every town and city where there was an employment office saw an attempt to increase winter job opportunities. The Government's efforts were necessarily limited and were considered only an introduction to what proved to be broad support by business and industry. Preliminary reports from local offices available at the end of the year indicated that in advertising support alone, the number of newspaper page advertisements sponsored by local business and industry ran into the hundreds, and radio and television spot announcements into the thousands.

Labour Legislation

The Legislation Branch is a research branch, working in the field of government regulation of terms and conditions of employment. It undertakes studies of labour legislation in Canada and in other countries and makes comparative analyses of the standards established and the methods of regulation. For the general public it publishes current information on the standards in effect under federal and provincial labour laws in Canada and from time to time the results of studies of various types of laws in Canada and elsewhere. On request it undertakes studies and prepares reports for government officials and others who are seeking specific knowledge of any particular type of labour legislation. A complete library of federal and provincial statutes is maintained as well as an historical file of the regulations issued under all federal and provincial labour laws.

Each month in the Labour Law section of *The Labour Gazette* the Branch reports on current developments in labour law in Canada, giving an analysis of changes made. Included are changes affecting minimum wages, hours of work, holidays with pay, apprenticeship, licensing of workmen, non-discrimination provisions, compensation for industrial accidents, safety and health in places of employment, and labour relations. Reports of significant new legislation in other countries are included from time to time. Selected court decisions in cases of particular interest to labour are regularly reviewed.

Annually, the bulletin *Provincial Labour Standards* is issued, setting out the minimum legal standards in the main fields of employment in regard to child labour, holidays, hours of work, minimum wages, weekly rest-day, workmen's compensation, equal pay and fair employment practices. *Workmen's Compensation in Canada,* a bulletin giving a detailed analysis of workmen's compensation legislation, is also issued each year. It describes the principles common to the Acts, points out differences and sets out in tabular form the benefits payable in each province to injured workmen and their dependants in fatal cases. English and French editions of both bulletins based on the legislation in effect in December 1955 were placed on sale in February 1956.

Reports are prepared each year on various phases of labour law in Canada in connection with Canada's participation in the International Labour Organization and the United Nations. Since April 1, 1955, reports have been prepared for transmission to the International Labour Office on hours of work, minimum wages, weekly rest, equal pay and (with other branches) freedom of employers' and workers' organizations; and for transmission to the United Nations on developments in 1954 in the field of human rights.

Another publication, *Labour Legislation in Canada, 1948* is a consolidation of federal and provincial labour laws in effect December 31, 1948. This is the fifth consolidation since the series was begun in 1915. The publication of annual supplements was discontinued after the first supplement to the 1948 volume.

Day-to-day work of the Branch includes preparation of memoranda in answer to specific requests on a wide variety of questions relating to labour law from governments in Canada and abroad and from students, unions, business firms and others.

Canadian Association of Administrators of Labour Legislation

A member of the Branch serves as the Secretary-Treasurer of the Canadian Association of Administrators of Labour Legislation.

This Association, formed in 1938, is an organization of the federal and provincial departments of labour, and of boards or commissions administering a labour law. Its objects are to provide a medium for the exchange of information, to encourage the best possible standards of law enforcement and administration, and to bring about greater uniformity in labour legislation. The provinces pay an annual membership fee of $25. In addition to providing the services of a secretary-treasurer, the Department assumes the cost of reporting and publishing the annual proceedings for the use of the members.

Representatives of the Department, of all ten provincial departments of labour and of the Unemployment Insurance Commission attended the fourteenth annual meeting of the Association in Regina, August 30 to September 2, 1955. The agenda included current developments in legislation, conciliation procedures in the settlement of disputes and the training of labour inspectors.

The Library

The Library of the Department of Labour was established upon the formation of the Department in 1900. It serves as a source of information for the Department of Labour, government departments, employers, unions, students, and the general public. Constitutions and proceedings of all labour organizations active in Canada and similar publications from most of the Commonwealth countries, the United States and other countries, are on file. The Library also preserves copies of all publications of the Department, the International Labour Office, and many government documents pertaining to labour from other countries.

During 1955-1956 the Library catalogued and added 3,560 volumes to its collection. A considerable amount of weeding reduced the total book collection to approximately 120,000 volumes. Reclassification and recataloguing of the collection continued when time permitted. This project should be completed next year.

Branch Libraries Established

Branch libraries have been set up in the Vocational Training and the Civilian Rehabilitation Branches and are functioning well. The Economics and Research Branch library had a busy year but its services were limited due to lack of staff.

The cataloguing of Commonwealth and international trade union papers was completed, with 79 titles being recorded. A net reduction of 21 periodicals was made.

In addition to the monthly lists of new books appearing in the *Labour Gazette,* a new compilation of Canadian labour papers available on microfilm was completed. This list now includes 177 titles. Positive microfilm of these is available for purchase or loan.

Binding costs were further reduced through the use of microfilm. The microfilm reader was used quite frequently during the year.

Reference work continued to increase: 77 bibliographies were prepared on request and 95 others brought up to date. Indexing of labour journals continued and 1,200 articles were so treated. About one-third of reference requests came from industry, a quarter from departmental members, about 10 per cent from business and unions and the rest from students, etc.

Non-Government Personnel

Circulation statistics show that 7,621 volumes and 1,988 periodicals were loaned during the year. Interlibrary loans totalled 815. Book loans to non-government personnel may have to be curtailed due to difficulties in securing the return of such books, including the actual loss of books.

A complete description of the Library, its history and services appeared in the February 1956 issue of the *Labour Gazette.*

Government Employees Compensation

During the year under review 16,062 claims for benefits under the Government Employees Compensation Act* were received from departments of government Crown corporations and agencies. This Act, first passed in 1918 and replaced by a new Act in 1947, provides for medical treatment, hospitalization and compensation for federal employees injured or occupationally diseased due to their work. It also provides compensation for the dependents of employees who die as a result of accidents or diseases.

While the total number of claims was higher than in any preceding fiscal year, the increase of 372 over the total of 15,690 for 1954-55 was the smallest in 10 years. There were 22 fatal cases compared with 30 in the previous year. This indicates that in government employment, as in private industry, there are serious hazards to be faced. Details of claims are given in Table I.

Some important changes in the Act were approved by Parliament last year. Instead of the province of injury, the province of usual employment now is the determining factor as to which Workmen's Compensation Board or Commission will adjudicate and make payments on a claim. These boards, and the Commission in Quebec, process claims of federal employees, along with those of workers in non-government enterprises. The funds to do this are supplied by the Government of Canada, which also pays a proportion of the administrative costs of the provincial bodies. This co-operative arrangement has been in force for many years.

Varied Rates

Varying rates of compensation are paid under provincial acts and the change referred to was made to ensure that an employee temporarily assigned to work in another province would not lose the benefit of higher compensation in the province in which he usually is employed should he suffer an occupational injury. Ontario and Saskatchewan have higher rates than other provinces although there has been a tendency towards greater uniformity in recent years. Provincial rates apply to federal employees because it is the view of the authorities that all workers, government and non-government, should be placed on the same level.

The Act was further amended to broaden the definition of employee. Generally, it had been the practice to cover only those paid a direct wage or salary by the Government. Interpretations of the status of certain agencies of the Crown brought employees of various corporations, boards, commissions, and other bodies under the Act and personnel who render part-time services, with or without remuneration, are now protected, upon approval of the Governor in Council.

Another change has resulted in bringing locally-engaged employees abroad within the provisions of the Act. These are persons taken on the strength of Canadian embassies, legations, consulates, trade and commerce, labour, immigration and other offices in foreign countries. About 1,500 are so employed. Also, employees of the Government who are posted to foreign establishments have been given entitlement to the Ontario rates of compensation. In most instances, of course, these employees would be assigned abroad from Government headquarters in Ottawa. Formerly the scale of compensation was that of the provinces in which they were residents before being sent overseas.

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* **The Government Employees Compensation,** R.S.C. 1952, c. 134 as amended by R.S.C. 1952, c. 323 1955, c. 33.

TABLE 1—Number of Accidents and Industrial Diseases Reported Under the Act, Fiscal Year 1955-56

Province	Pension	Compen-sation	Full Salary	Medical Aid	Fatal	Rejected	Total
Newfoundland	1	58	28	198	....	3	288
Prince Edward Island	....	26	8	34	....	1	69
Nova Scotia	5	225	132	904	4	10	1,280
New Brunswick	3	83	64	256	1	14	421
Quebec	30	366	588	1,453	1	51	2,489
Ontario	7	747	997	4,194	8	190	6,143
Manitoba	....	125	101	541	3	23	793
Saskatchewan	3	138	119	290	2	2	554
Alberta	10	351	219	817	1	17	1,415
British Columbia	2	334	379	1,487	2	77	2,281
Yukon and Northwest Territories	3	115	18	189	....	4	329
Totals	64	2,568	2,653	10,363	22	392	16,062

Note: In the above table, "Pension" is an award for a permanent disability: "Compensation" is money paid on an approved scale for a period of incapacitation due to an accident or occupational disease entries under "Full Salary" are cases where full salary was paid by the department or agency concerned of the federal government during the period of lay-off in lieu of ordinary compensation; entries under "Medical Aid" refer to claims in which the period of disability was not long enough to warrant payment of compensation but in which medical expenses were paid.

Recent Amendments

Several other amendments were made to the Act. In cases where an employee is injured by a third party he may accept the benefits of the Act or take legal action directly. If he chooses the benefits of the Act, he subrogates his rights to the Crown. Action may then be taken on behalf of the Crown. Formerly, if a judgment obtained was for a larger sum than cost of benefits to the employee under the Act, the excess was credited to the Consolidated Revenue Fund. Now it may be paid to the employee, subject to certain conditions. With the approval of the Minister of Labour, an employee also may reach a settlement with a third party for less than the total amount of compensation he would have received and be paid the difference from the Consolidated Revenue Fund.

By direct negotiation with third parties or their insurers, the Employees Compensation Branch recovered many thousands of dollars to offset the cost of medical aid, hospital care and compensation or full salary occasioned by injuries to employees of departments. There is a large number of employees on outside work, such as motor vehicle operators, letter carriers and others who encounter risks not common to employees on administrative or other inside work.

The growth of government employment in general and expansion of research, exploratory and other work involving more than ordinary risks has led to a greater number of accidents. Parliament in 1955 approved an additional section of the

Act to authorize the Minister to promote and encourage safety programs in departments and other areas of federal activity. In this connection, a series of eight posters was produced for the Government Employees Compensation Branch in the year and various other media for safety thought promotion were used.

TABLE 2—Statement of Disbursements Relative to Claims of Employees of the Federal Government During the Fiscal Year 1955-56 and Federal Government Share of Administration Expenses Charged by Provincial Boards or Commissions for the Calendar Year 1955

Province	Claims Disbursements Fiscal Year 1955-56	Administration expenses charged by Provincial Boards or Commissions for calendar year 1955	Total
Newfoundland	$ 23,831.34	$ 2,253.65	$ 26,084.99
Prince Edward Island	11,236.88	985.34	12,222.22
Nova Scotia	108,587.95	11,052.86	119,640.81
New Brunswick	35,553.63	3,303.68	38,857.31
Quebec	369,905.72	20,993.00	390,898.72
Ontario	539,620.33	57,178.99	596,799.32
Manitoba	57,745.30	6,625.83	64,371.13
Saskatchewan	63,078.76	5,004.18	68,082.94
Alberta	161,943.27	19,902.82	181,846.09
British Columbia	259,360.60	30,566.26	289,926.86
Payments respecting employees locally engaged outside Canada	18.75		18.75
	$1,630,882.53	$157,866.61	$1,788,749.14

Merchant Seamen Compensation Act

In the fiscal year 63 steamship companies were subject to the provisions of The Merchant Seamen Compensation Act, R.S.C. 1952, Chapter 178, as amended by R.S.C. 1952-53, Chapter 16. There were 44 claims for compensation.

The Act is administered by the Merchant Seamen Compensation Board of which A. H. Brown is chairman, B. J. Roberts, vice-chairman, Capt. G. L. C. Johnson, member and George G. Greene, secretary.

Four meetings were held by the Board at which 27 disputed claims were considered. Three claims for compensation were rejected and one was allowed. Eight awards in permanent disability cases and five in death cases were approved. The Board decided in one case to award a lump sum for future medical aid payments, due to the liquidation of the company. A request for an increase in a monthly pension for permanent disability was approved. Two fatal cases were before the Board, but no action was necessary as no dependency was claimed; decision in five others was deferred.

Branch is in Charge

Detail work in connection with the administration of the Act is done by the staff of the Government Employees Compensation Branch of the Department under the supervision of the Director of the Branch, who is also secretary of the Board. The secretary is authorized by the Board to pass upon all settlements of temporary disability claims which are in accordance with the provisions of the Act and are not disputed by the employer or the employees. Approval of such settlements, as well as awards in permanent disability and death cases, are the final responsibility of the Board.

The employer is required to pay the compensation directly when official notification of the approval of claims and amount of awards is received from the Board.

Under the Act, all seamen, except pilots, apprenticed pilots or fishermen, must be protected against accidents arising out of and in the course of employment by liability insurance or other means satisfactory to the Board, which the employer himself must provide.

A seaman is defined as "one employed or engaged on a ship registered in Canada or chartered by demise to a person resident in Canada or having his principal place of business in Canada when the ship is engaged in trading on a foreign voyage or on a home trade voyage as such voyages are defined in the Canada Shipping Act".

If so ordered by the Governor-in-Council, the definition also includes a seaman engaged in Canada and employed on a ship that is registered outside of Canada and operated by a person resident in Canada or having his principal place of business in Canada when such ship is so engaged.

International Labour Organization

The Department of Labour is the official liaison agency between the International Labour Organisation on the one hand and the Canadian Government, the employers' and workers' organizations, and the public of Canada, on the other hand. After World War II the expansion of ILO activities was such that the ILO Branch in the Department was set up to look after international labour affairs.

The International Labour Organization, established in 1919 by the Versailles Peace Treaties, is an inter-governmental agency whose purpose is to promote social justice in all countries of the world. Canada is one of 70 members of the ILO, which is a specialized agency of the United Nations. The ILO is democratically governed on a tripartite basis by representatives of the government, of the employers, and of the workers from each member nation.

The machinery of the International Labour Organization consists of three main organs:

(1) *The Governing Body,* which meets three times a year, is the executive council of the Organization. It maintains general supervision over the work of the International Labour Office and over the various Conferences and Committees.

(2) *The International Labour Conference* is a world assembly meeting yearly for consideration of labour and social problems. The Conference adopts Conventions and Recommendations based on careful fact-finding and discussion.

(3) *The International Labour Office* acts as secretariat, world research and information centre, and publishing house for the Organization. In the operational field, it assists member states by furnishing experts on manpower training and technical assistance.

Canada's Part in the Work of the I.L.O.

Canada aided in the establishment of the International Labour Organization in 1919 and has taken an active part in its work since that time. Canada is one of the ten countries of chief industrial importance which are permanent members of the Governing Body of the ILO. The Canadian Government member on the Governing Body is the Deputy Minister of Labour. Canada also has a deputy employer member and a deputy worker member.

Canada is represented at the Annual Conference of the ILO, at the triennial American Regional Conference and at other special conferences by tripartite delegations representing the Government, the employers and the workers of Canada. Similarly, tripartite delegations represent Canada at sessions of the eight industrial committees which convene every two or three years to discuss special problems of these industries: building, civil engineering and public works; chemical industries; coal mines; inland transport; iron and steel; metal trades; petroleum and textiles. In addition, there are Canadian members on the following ILO advisory committees: finance and administrative, allocations, permanent

migration, indigenous labour, social security, international development works, productivity in manufacturing industries, occupational safety and health, recreation, women's work, juvenile employment, statistical experts, Joint ILO-WHO Committee on Occupational Health, and Joint ILO-WHO Committee on Hygiene of Seafarers.

Training Courses

Canada aids the Technical Assistance Program of the ILO by furnishing experts in various types of industrial training for service in under-developed countries, by arranging training courses and tours in Canada for selected persons from such countries, and by providing training materials such as the ILO text "National Employment Services—Canada" for use by trainees in other countries.

Canada has now ratified 18 ILO Conventions and is required to report annually on their application:

No. 1—Hours of Work (Industry) Convention, 1919;

No. 7—Minimum Age (Sea) Convention, 1920;

No. 8—Unemployment Indemnity (Shipwreck) Convention, 1920;

No. 14—Weekly Rest (Industry) Convention, 1921;

No. 15—Minimum Age (Trimmers and Stokers) Convention, 1921;

No. 16—Medical Examination of Young Persons (Sea) Convention, 1921;

No. 22—Seamen's Articles of Agreement Convention, 1926;

No. 26—Minimum Wage-Fixing Machinery Convention, 1928;

No. 27—Marking of Weight (Packages Transported by Vessels) Convention, 1929;

No. 32—Protection Against Accidents (Dockers) Convention (Revised), 1932;

No. 58—Minimum Age for Employment (Sea) Convention (Revised), 1936;

No. 63—Convention concerning Statistics of Wages and Hours of Work, 1938;

No. 68—Food and Catering (Ships' Crews) Convention, 1946;

No. 69—Certification of Ships' Cooks Convention, 1946;

No. 73—Medical Examination (Seafarers) Convention, 1946;

No. 74—Certification of Able Seamen Convention, 1946;

No. 80—Final Articles Revision Convention, 1946;

No. 88—Employment Service Convention, 1948.

Liaison Work

The ILO Branch co-ordinates all ILO work by liaison with the Department of External Affairs and all other federal departments, with the ten provincial governments, with the major employers' and workers' organizations, and with the public at large. The Branch makes all arrangements for the Canadian

delegations, including government, employer and worker representatives, attending international labour conferences and committee meetings. The Branch also prepares a large part of the briefing instructions for the government delegates at ILO meetings on reports and papers submitted for discussion, and the remainder in co-operation with other branches and departments. After consultation with federal and provincial departments and agencies, reports are prepared, under the supervision of the Branch, in reply to ILO questionnaires and inquiries on a wide variety of labour matters, in addition to annual and periodical reports on the application of ILO Conventions and Recommendations. Departmental reports are also submitted on the deliberations of various ILO bodies.

When the authentic texts of Conventions and Recommendations adopted at an annual ILO Conference are received, they are referred to the Department of Justice for a legal opinion on the legislative jurisdiction for each. When this is obtained, authentic texts of such Conventions and Recommendations are tabled in the House of Commons and the Senate of Canada with the accompanying legal opinion. Then the authentic texts are sent to the lieutenant-governors of the ten provinces, and to the major employers' and workers' organizations.

The provincial departments of labour and the major employers' and workers' organizations are also provided regularly with the annual reports on ratified Conventions, with the periodical reports on other Conventions and Recommendations, and with the reports and studies issued by the ILO on various labour problems of current international interest.

By these and other means, the ILO is kept informed on the progress of industrial and economic conditions in Canada, and the Canadian governments and organizations concerned are kept in touch with developments in international labour affairs.*

Main Activities in the Fiscal Year 1955-56

During the year the Branch completed arrangements for Canada's representation at the following ILO meetings (listed in chronological order):

In 1955, the 5th session, Petroleum Committee; the 129th session, Governing Body; the 38th Annual International Labour Conference; the 5th session, Textiles Committee; the 130th session, Governing Body; the American Regional Technical Meeting on Co-operation.

In 1956, the 131st session, Governing Body.

All these meetings† were held in Geneva except the 5th session of the Petroleum Committee (Caracas, Venezuela), and American Regional Technical Meeting on Co-operation (Mexico City).

Annual Conference

The 38th Annual Conference was attended by nearly 700 delegates and advisers representing the governments, employers and workers of member countries, plus a number of observers from other countries, territories and

* The Department has available for distribution a pamphlet *Canada and the ILO,* which gives fuller particulars on this subject.

†More detailed information on these meetings was carried in *The Labour Gazette.*

organizations. Heading the Canadian delegation was the Minister of Labour, who was among 150 speakers in the general debate on the Director-General's Report concerning world labour conditions, which centred on labour-management relations.

The Conference adopted Convention No. 104 concerning the abolition of penal sanctions for breaches of contract of employment by indigenous workers. It also adopted Recommendation No. 99 concerning vocational rehabilitation of the disabled, and Recommendation No. 100 concerning the protection of migrant workers in underdeveloped countries and territories. First discussions were held on vocational training in agriculture and on welfare facilities for workers.

Resolutions were adopted at the Conference on numerous questions such as employment of women, protection of trade union rights, peaceful uses of atomic energy, and labour-management relations. The Conference approved a net budget of $7,395,729 for 1956, of which Canada's share is 3·63% or $235,021.

Other Meetings

The Governing Body at its 129th, 130th, and 131st sessions considered the conclusions of various Conferences and Committees and what action should be taken thereon, and decided the agendas of the 1957 Annual Conference and numerous other meetings. Several committees of experts and other advisory committees submitted reports which were discussed and approved. The recommendations of Governing Body Committees on Finance, Allocations, International Organizations, Manpower, Freedom of Association, Technical Assistance, etc., were discussed and the Director-General was authorized to take necessary action.

Governing Body Chairman

The 129th session in June 1955 elected the Deputy-Minister of Labour for Canada as Chairman of the Governing Body for the period to July 1956. The 131st session in February-March, 1956, debated the 1957 budget estimates prepared by the Director-General and a budget of $7,617,708 was passed, subject to approval by the Annual ILO Conference in June 1956. The Report of the McNair Committee on Freedom of Employers' and Workers' Organizations was submitted at the 131st session, and it was decided that after a general exchange of views on the subject at the 39th Annual Conference, the report would come up for discussion at the 133rd session of the Governing Body in November 1956.

Two *Industrial Committees* met during this year with tripartite Canadian delegations attending. The fifth session of the Petroleum Committee met in Caracas in April 1955. This session will be reconvened in Geneva in April 1956. The fifth session of the Textile Committee in September-October 1955 considered the action taken by member countries and by the ILO on the conclusions of previous sessions and general developments in the industry since the last session; the two technical items on the agenda were problems of productivity in the textile industry and labour-management relations in textile factories.

Civilian Rehabilitation Branch

This Branch was established in 1952 as a result of recommendations made by the National Advisory Committee on the Rehabilitation of Disabled Persons.

Since then nine of the ten provinces having signed the Co-ordination of Rehabilitation of Disabled Persons Federal-Provincial Agreements, the development of a national program of civilian rehabilitation was at the end of the fiscal year rapidly taking shape. In the province that had not yet signed the Agreement, both the governmental and voluntary agencies affected have shown a readiness to follow generally along the lines mapped out by, and with the Civilian Rehabilitation Branch and other federal departments.

In addition, community consciousness of the values attached to rehabilitation was growing. This was manifested in the promotion of centres where the handicapped can receive some or all of the services required, including treatment, training and assistance in the development of vocational plans with ultimate placement in remunerative employment.

The National Advisory Committee on the Rehabilitation of Disabled Persons, established following the first National Conference in 1951, continued to meet and to offer suggestions designed to assist the cabinet ministers primarily concerned with civilian rehabilitation. The sixth meeting of the Committee was held in Quebec City in October 1955, and recommendations which it had prepared were presented to the Government early in February, 1956.

Co-ordination of Services

During the year, Ontario signed the Co-ordination of Rehabilitation of Handicapped Persons Agreement. Nine provinces now qualify for assistance up to $15,000 a year each on a matching basis.

These funds may be used to assist in the establishment of provincial offices to co-ordinate rehabilitation services by sharing with the Provinces the salaries of Provincial Co-ordinators or Directors of Rehabilitation and their staff.

Vocational Training

By the end of the year, nine of the provinces had signed Agreements concerning the Canadian Vocational Training Co-ordination Act, and in eight of these provinces, Schedule "R" was in operation. This Schedule is designed to provide vocational training of any type desired for disabled persons providing such training will result in their rehabilitation.

Medical Services

Through the health grants administered by the Department of National Health and Welfare, projects to expand medical rehabilitation facilities and services have been approved in nine provinces. These grants have assisted in establishing schools of physiotherapy in the University of Alberta and the University of Montreal. They have supplied to hospitals and rehabilitation centres equipment essential to the reduction of disability and have financed the training of

personnel for various disciplines associated with medical rehabilitation. As the provincial programs develop and the co-ordinators become established in their positions, an increasing use of these grants is anticipated.

Provincial Organization

While a different organizational pattern is developing in each province, in most the provincial co-ordinator is assisted by an interdepartmental committee which brings together, at the policy level, representatives of the Departments of Health, Welfare, Education and Labour. In three of the provinces, larger Provincial Advisory Committee have been established and in a number of others initial steps necessary to create similar bodies have been taken. Case-finding mechanisms have been created and already a number of disabled candidates have been referred to vocational training and other rehabilitation services. Already, as a result of co-ordination of services, many have been placed in suitable employment following medical assessment, vocational counselling and training in skills suited to their ability. The National Employment Service participates in the selection of candidates for vocational training and is continuing to be instrumental in locating suitable employment for rehabilitated persons.

Further Developments

In the international field, the importance of rehabilitation of the disabled was recognized by the passing of a recommendation concerning the vocational rehabilitation of the disabled at the 38th International Labour Conference which was outstanding inasmuch as it was accepted unanimously by the governments, the workers, and the employers of 70 nations. Once again, Canada's part in the deliberations which led up to this recommendation provided the opportunity of evaluating the approach to the problem being taken in Canada. The assurance that this country is proceeding on sound lines has been endorsed by more recent meetings with experts in the United States and United Nations.

Publicity

With the co-operation of the Information Branch, and with the technical assistance of the National Film Board, a second film is being prepared in the hope that it may offer concrete suggestions to communities interested in developing the co-ordination or rehabilitation facilities on a local basis. The first film, "Everybody's Handicapped", continues to receive wide circulation and has been shown to 3,168 audiences, totalling approximately 200,000 persons.

The Information Branch has continued to include in its "Canada at Work" radio series broadcast by outstanding men from Great Britain, the United States and Canada, each emphasizing some particular aspect of the value of rehabilitation.

Other Activities

The Branch has maintained close liaison with the Vocational Training Branch, and the National Employment Service of the Unemployment Insurance Commission. It has also worked closely with the Departments of National Health and Welfare, and Veterans Affairs, to ensure proper co-ordination of the rehabilitation activities of the Departments. Each of the provinces has been visited and

considerable assistance has been given to the provincial co-ordinators, wherever requested, in the early and difficult stages of organization. Members of the Branch have participated in the following meetings among others:

The 38th International Labour Conference; the Annual Meeting of the Canadian Association of Occupational Therapy; the Medical Review Boards of Disability Allowances Programmes; a discussion of the problems of the disabled in New York University Medical Centre; a Conference of World Organizations Interested in the Handicapped, New York City; The United Handicapped Groups of Ontario; the Canadian Association of Physical Medicine and Rehabilitation, Montreal; the Rehabilitation Conference in St. John's, Newfoundland; the Canadian Council for Crippled Children and Adults, Montreal, and many others.

Assistance was again given to "Hire the Handicapped Weeks" in Windsor, Ont. and Montreal.

During the year visitors were received from the United Kingdom, the Union of South Africa, the United States, and, of course, many from Canada. The Branch continued to work in close co-operation with the Co-ordinator of Rehabilitation of the Indian Affairs Branch, Department of Citizenship and Immigration.

Statistics

A review of the first 472 cases on which information was available reveals that with their 228 dependants, these people had been maintained by either their families, in institutions, or on public assistance, at an annual cost of approximately $203,000. In their first year of employment, they will earn collectively, approximately $940,000. Included in those rehabilitated were 23 housewives, who, having been restored to self-care, had in most cases released an ablebodied person for regular employment.

Women's Bureau

The Women's Bureau was established in 1954 to promote a wider understanding of problems peculiar to women workers and the employment of women, so as to advance the opportunities of women in employment and to enable them to make a more effective contribution to the development of Canada.

During the year the Bureau embarked on its first major study, the rapidly growing participation of married women in the labour force, undertaken because of its far-reaching social and economic implications. In the light of the findings of a small pilot survey carried out with voluntary assistance from some interested women's organizations, the work was expanded and a nation-wide survey of married women who are working for pay was initiated in September. The field work, which was virtually complete by the end of March, was carried out with the help of social research staffs of various Canadian universities. Planning for analysis of the data collected in the field is already under way but it is anticipated that it will require several months to complete a report of the study.

In preparing the basic materials for this survey, the Women's Bureau has had valuable advice and assistance from the Economics and Research Branch of the Department, the Dominion Bureau of Statistics and the Research Division of the Department of National Health and Welfare.

The survey is being conducted with three general aims in mind: to find out the types of jobs performed by married women in the labour force and their attitudes and plans in relation to their jobs; to relate the patterns of work to family and household responsibilities in regard to such things as the provisions being made for the care of children while mothers are working and the effect of the mother's employment on home and family life; and to find out as much as possible about their reasons for working and whether or not they plan to continue working.

Women University Graduates

A survey enquiring into the professional training, fields of specialization and vocational experience of women university graduates is also being made. Officers of the Canadian Federation of University Women co-operated in the circulation of questionnaires to local units of the organization in all parts of Canada in January. The rate of response has been high and the completed schedules are now in the hands of the Women's Bureau. This survey has been undertaken in the hope that exact and personal data regarding the professional training and work experience of a cross-section of university women graduates may be useful in analysing the relationship between education and work (i.e., a particular job), and in selecting the values to be stressed and facts to be recognized by those who are giving thought to the future work and role of girls and young women in a changing society.

With a view to discovering potential though as yet unexplored areas of employment for mature women, a special study was made of homemakers' services in cities throughout Canada. Liaison was established with the National Com-

mittee on Homemakers' Services. In co-operation with this group, set up by the Canadian Conference on Social Work, the Women's Bureau is looking to future possible developments in this area.

A roster of national organizations composed exclusively or predominantly of women was set up for reference purposes. The information collected includes statements of purpose and activities, and up-to-date lists of officers and affiliated groups throughout the country. Assistance in establishing this list was entirely voluntary, and the Women's Bureau is gratified to have received answers from 40 organizations, all national in scope.

Tables on the occupational distribution of women in the labour force based on the 1951 Census and information available from the material of the Labour Force Survey of the Dominion Bureau of Statistics were compiled and are available for reference.

With the assistance of the Economics and Research Branch, plans are under way for an illustrated statistical brochure to include a text pointing up the strengths and weaknesses of female participation in the labour force of Canada.

A start has also been made in assembling from various sources information on women's earnings.

Wide Study

Considerable time was spent in the field studying and discussing at first hand the problems of women who are working for pay. Valuable assistance was received from the regional and local offices of the National Employment Service. Among subjects considered were vocational counselling and training for girls and women, opportunities of employment, the situation with respect to advancement of women in employment, women's earnings, the problems of the older woman worker, the health and general standards of women in employment, the special responsibilities of married women in the labour market, and the problems of the "first jobber".

An important part of the work of the Bureau was the preparation of material in response to an increasing volume of individual enquiries for information regarding women workers in Canada. Requests for information were received from private individuals, representatives of women's organizations, labour unions and employers of women, as well as from a number of young women university students who are studying the problems of women's work and writing theses on various aspects of women's status. Articles on the work of the Bureau and on various phases of women's employment were prepared on the request of a number of interested journals.

In the course of the year the Bureau participated increasingly in consultations and discussions with representatives of other branches of the Department with respect to matters affecting women workers and also some of the broader problems of labour, nationally and internationally. The Bureau was represented on the Interdepartmental Committee on the Problems of the Older Worker. It shares Departmental representation on the Joint Planning Commission of the Canadian Association for Adult Education and in the Canadian Conference on Social Work.

Canadian Vocational Training

The function of the Canadian Vocational Training Branch is to administer the provisions of the Vocational Training Co-ordination Act of 1942. It co-operates with provincial government departments, employers' organizations, organized labour and federal government departments and agencies, including crown companies and the armed forces. The Branch assists in the promotion, organization and development of all types of publicly financed training programs deemed necessary to fit persons for employment or to upgrade workers in their present occupations.

The Vocational Training Co-ordination Act of 1942 replaces previous legislation authorizing co-operative action with the provinces. It also incorporates the provisions of certain wartime regulations governing the operation of special training programs of various types. It authorizes the Minister of Labour to undertake vocational training projects for: the defence of Canada; the rehabilitation of war veterans; the re-employment of unemployed persons; the development of natural resources; and for any other purpose in the national interest which is within the legislative authority of Parliament.

The Minister is also authorized to undertake and direct research pertaining to vocational training and to disseminate information about such training.

It is further provided that the Minister may enter into an agreement with any province, for any period, to provide financial assistance for any project undertaken in the province for: any of the foregoing purposes; continuing projects previously authorized under the Youth Training Act; training apprentices and supervisors in industry; providing vocational training for disabled civilians; developing skilled workers in agriculture, forestry, mining, fishing and other basic industries; and providing vocational courses in publicly operated schools of less than university grade.

Education, in so far as governments are concerned, is a provincial responsibility and, since vocational training is generally regarded as an integral part of the established educational system in each province, the federal Department of Labour has refrained from operating its own training programs and has relied on the provinces to provide suitable training for all purposes as set forth in the Act.

The full costs of projects undertaken for the federal government are refunded to the provinces. Up to one half of the costs of other approved projects is refunded to provincial governments, subject to the limitation of funds voted by Parliament for such purpose.

Agreements Under the Act

The conditions and regulations governing federal financial assistance to these various types of training are set forth in four federal-provincial agreements.

The Vocational Schools' Assistance Agreement, which covered a ten-year period ending March 31, 1955, has since been renewed on a year-to-year basis. The original agreement provided a total of thirty million dollars, to be allotted to the provinces on the basis of population in the age group 15 to 19 years inclusive. Twenty million dollars was provided for sharing in operational costs of schools and ten million dollars for sharing in capital costs. Additional amounts were provided for Newfoundland and later for the Northwest Territories and the Yukon. The special allotment for capital expenditures was limited to projects approved by March 31, 1948 and completed by March 31, 1952. Provision was made for extensions where necessary and the provinces could elect to use part of the allotment for operational expenditures on capital account. Quebec has consistently used 50 per cent of its annual allotment for such purpose. All provinces participated in this agreement. Allotments and expenditure are given in Tables 13 and 14.

The Vocational Training Agreement, which originally covered the two-year period 1948-1950, was renewed for three years, then for one year, and in 1954 was renewed for a further five-year period in all provinces except Quebec. The provision for student aid bursaries is renewable each year. Several programs are supported financially under this agreement: programs of training for unemployed persons, for disabled persons, for young people (including student aid bursaries), for the armed forces, and for the personnel of other government departments. Details of enrolments and expenditures by the Government of Canada relating to such programs are presented in Tables 1 to 9.

Operated outside the Vocational Training Agreement, but adhering generally to the procedures established thereunder, is a program for the engagement and payment, through provincial authorities but with federal funds, of civilian teachers for training schools established and operated by the armed forces. This is apart from the program of training operated for armed services personnel, mentioned in the paragraph above, which is carried out in provincially operated schools.

Training for Unemployed (Schedule "M")—(See Table 2)

The enrolments under this schedule show an increase of 220 over the previous year. This increase was due to the organization of pipe welding classes in the western provinces and the continued operation of special classes for unemployed miners in Nova Scotia.

Training of Disabled Persons (Schedule "R")—(See Table 4)

Trainees under this program increased by 183 during the year to a total of 610. Although the program has developed slowly, very sound procedures are evolving and the program is working smoothly and effectively. Disabled persons in Ontario trained under Schedule "M".

Youth Training (Schedule "O")—(See Table 6)

Many short-term training programs are carried on under this schedule, such as training in agriculture, forestry, fishing, and homemaking, training of nurses aides, and a limited number of industrial courses. Enrolments increased by 955 to 2,870 during the year.

Student Aid—(See Table 7)

Under this sub-schedule, the provinces may be reimbursed up to 50 per cent of their expenditures in assisting students attending university or nurses in training. The bursaries are awarded on the basis of financial need and scholastic ability by a provincial committee, upon which the federal Government has representation. The bursaries may be awarded to students registered in any course leading to a degree (other than theology) in any university. Bursaries were awarded to 2,011 university students in 25 faculties and to 121 nurses in training.

Training for the Armed Forces (Schedule "K")—(See Table 9)

Through the organization known as Canadian Vocational Training (CVT) arrangements are made for the training of members of the armed forces in a limited number of skilled trades. The training is given in provincial trade schools and the provinces are reimbursed 100 per cent of the costs of training. Four hundred and sixty individuals were given training during the year. Also, through the agency of Canadian Vocational Training, 134 civilian teachers were supplied to the armed service training schools throughout Canada.

Training for Other Government Departments—

A shortage of steam and heating engineers for federal Government heating plants necessitated the organization of pre-employment classes for new employees in this field. Six-month classes were organized by the provincial governments of Manitoba and Ontario at Winnipeg and Ottawa respectively. Classes in marine architectural drafting were also established in Ottawa by the Ontario Department of Education to meet an extreme shortage of skilled workers in this field.

The Apprenticeship Training Agreement was originally signed in 1944 for a ten-year period and was renewed in 1954 for a further ten years. It has been signed by all provinces except Quebec and Prince Edward Island. The latter has no system of apprenticeship operated by the provincial government and the Quebec system is operated through parity committees and apprenticeship committees functioning under the Collective Agreement Act. Under this agreement, the costs to provincial governments for the operation of apprenticeship training programs and field supervision are shared on a matching basis subject to the limitation of the annual appropriation by Parliament for such purpose. Expenditures and enrolments for the past year are given in Tables 11 and 12. Table 10 shows the number of apprentices registered, by trade, with provincial departments of labour.

The Vocational Correspondence Courses Agreement, which originally covered the five-year period 1950 to 1955, has since been renewed on an annual basis. Under this agreement, which applies in all provinces except Prince Edward Island and Newfoundland, $125,000 was set aside for sharing in the costs of preparing correspondence courses. Only about $34,000 has

been used to date and the renewing agreement merely extends the period during which the balance of the original appropriation may be used for such purpose. Approximately 100 such courses are now available to students in any part of Canada for nominal fees of from $10 to $25.

Orders in Council

The following Orders in Council and Treasury Board Minutes affecting the work of the Training Branch were passed during the year:

P.C. 1955-15/488 dated April 6, 1955 (T.B. 484143) authorized the Minister of Labour to provide training in stationary engineering to persons recruited by the Civil Service Commission for employment in government heating and power plants on successful completion of a six months' pre-employment training period.

P.C. 1955-11/527 dated April 20, 1955 (T.B. 484738) authorized the Minister to provide, in co-operation with the Province of Ontario, for part-time training in Ottawa of naval architectural draftsmen in the Department of National Defence during a three-year period.

P.C. 1955-18/755 dated May 26, 1955 (T.B. 486610) authorized extension of grants for student aid and nurses-in-training for a further one-year period ending March 31, 1956, in the same amounts as for 1954-55.

P.C. 1955-9/1747 dated November 23, 1955 (T.B. 492360) authorized the Minister to enter into an agreement with the Commissioner of the Yukon Territory for sharing in expenditures by the territorial government for vocational training at secondary level, on the same basis as previously established for other provinces including the Northwest Territories.

P.C. 1956-11/260 dated February 17, 1956 (T.B. 497074) authorized the Minister to enter into an agreement with each province, including the Northwest Territories, to extend the terms of the existing Vocational Schools' Assistance Agreements for a further period of one year ending March 31, 1957.

P.C. 1956-12/260 dated February 17, 1956 (T.B. 497075) authorized extension of the terms of the existing vocational correspondence courses agreements for a further period of one year ending March 31, 1957. Expenditures are to be charged against the remaining portion of the $125,000 authorized in 1950 for such purpose.

P.C. 1956-13/261 dated February 23, 1956 (T.B. 497156) authorized the extension of grants for student aid and nurses-in-training during the year ending March 31, 1957, in the same amounts as for the past two fiscal years.

Advisory Council and Apprenticeship Committee

The Minister of Labour is assisted in the administration of the Act by two advisory bodies—the Vocational Training Advisory Council, which consists of a chairman and 19 members with an equal number of alternates, and the Apprenticeship Training Advisory Committee, which consists of 11 members including the chairman. These bodies represent provincial governments, management, organized labour, and other national bodies and organizations interested

in the promotion and development of training programs. They usually meet semi-annually and are helpful in working out mutually acceptable solutions to problems of administration and joint activities.

The Advisory Council held its twenty-third meeting on February 6 and 7, 1956, when it reaffirmed its preference for grants-in-aid rather than increased general subsidies to the provinces and again emphasized the need for increased grants to vocational schools along lines recommended at previous meetings. Discussion of certain items on the agenda revealed a lack of nation-wide information and the desirability of research, by a central office, with respect to such problems as the effectiveness of existing programs and the need for advanced technical training. Council therefore requested that such study be undertaken by the Department of Labour.

The Apprenticeship Training Advisory Committee held its sixth meeting on February 21 and 22 immediately following a one-day conference of provincial Directors of Apprenticeship. The Committee confirmed the need for research in the field of apprenticeship training and made several suggestions and recommendations for the improvement and development of existing training programs. These have been forwarded to the provinces for consideration.

Apprenticeship

The analysis of the carpentry trade has been completed and three hundred copies have been published. The analysis of the machinists' trade has received final editing and is being printed. Four additional analyses are being compiled at the present time: bricklaying, by a committee in Nova Scotia; plumbing, by Alberta; sheet metal work, by Manitoba; and plastering, by Quebec.

A program for the training of the school instructors of apprentices, in the science of teaching, was conducted by the University of Toronto at the Ontario College of Education. This pilot program was conducted from May 16 to June 24 with 33 candidates on the roll. These represented six provinces and each of the three armed services. The program was open to all government agencies in which training is conducted. Certain expenses in this connection were paid in full by the federal Government, the others being shared equally with the provinces. A similar program is planned for the ensuing year.

General Activities and Developments

As in previous years, the three senior officials of the Branch visited schools and training centres in each of the provinces to keep in touch with recent developments and to learn about plans for the future. Through such visits, the Branch is able to spread information and to plan for co-operative action in projects which affect the work in all provinces.

The Assistant Director visited the Yukon in November 1955 to consult with officials regarding plans for inaugurating federal-provincial co-operation similar to that established in 1954 for the Northwest Territories. Agreements covering assistance to vocational schools, apprenticeship and special training projects, including student aid, were signed about the time of the visit but activities had not reached the operational stage before the close of the fiscal year.

Officials of the Branch took an active part in several provincial, inter-provincial and nation-wide conferences dealing with the problems of apprenticeship, and various aspects of vocational training. The Branch also continued its sponsorship of radio talks and the distribution of printed papers in its efforts to promote interest in organized apprentice training.

Research activities and special studies which can best be carried out by a central agency are undertaken by the Branch in co-operation with the provincial authorities and with the help of other branches of the Department of Labour, particularly the Information Branch and the Economics and Research Branch. All such activities are approved in advance by one or both of the advisory bodies and in a few cases the work is assigned to representative committees or to individuals outside the Department who possess special qualifications for the assignment.

Analysis of Skilled Trades

One such joint project is the analysis of certain skilled trades referred to under Apprenticeship. The purpose of this project is to determine the essential skills and knowledge required for competency in such occupations and to assist the provincial authorities and others concerned in preparing standard basic courses for the training of apprentices and skilled workers.

Plans are now being made, in line with the recent recommendation of Council, for an extended study of existing facilities and courses for the training of skilled workers and technicians in publicly-operated schools, in private schools, in industrial establishments, and in various departments and agencies of the federal Government, including the armed forces. This study is being undertaken as part of a departmental research project to determine the need for new and improved methods of training skilled workers and technicians to meet the changing requirements of Canadian industry.

The total enrolment in publicly operated vocational schools of various types in Canada increased during the past ten years from less than 100,000 to approximately 275,000 and is expected to double within the next ten years. The enrolment figures given in this report, which represent about 6 per cent of the total, relate only to special classes operated under the provisions of the various schedules of the Vocational Training Agreement and to special classes for the training of indentured registered apprentices under the provisions of the Apprenticeship Training Agreement.

Total expenditures by the federal Government under the provisions of the Vocational Training Co-ordination Act are approximately $4,500,000 per annum, or about 8 per cent of the estimated total of $55,000,000 spent in Canada for vocational training.

All provinces are faced with the necessity of expanding their vocational programs, particularly for the training of technicians, at a time when rapidly increasing enrolments have greatly increased costs in the field of general education.

TABLE 1—Training of Unemployed—Allotments and Payments
Schedule "M"
Fiscal Year Ended March 31, 1956

Province	Federal Allotment	Claims paid in 1955-56 to April 30, 1956		
		For Previous Year	For 1955-56	Total Payments
	$	$	$	$
Nova Scotia	178,000	5,280.94	160,844.77	166,125.71
New Brunswick	19,202	.....	19,201.11	19,201.11
Ontario	40,000	2,155.71	30,912.60	33,068.31
Manitoba	58,000	.....	45,826.91	45,826.91
Saskatchewan	41,000	109.70	39,398.94	39,508.64
Alberta	71,900	.....	67,247.04	67,247.04
British Columbia	31,800	.....	29,292.98	29,292.98
Northwest Territories	2,600	.....	1,576.48	1,576.48
Totals	442,502	7,546.35	394,300.83	401,847.18*

* Note: Total payments as shown in Column 4 do not include sales tax amounting to $5,918.11.

TABLE 2—Training of Unemployed
Schedule "M"
Fiscal Year Ended March 31, 1956

Province	Enrolments					
	In Training March 31, 1955		April 1, 1955 to March 31, 1956		Total Enrolment	Days' Training
	Men	Women	Men	Women		
Nova Scotia	168	70	315	82	635	49,480
New Brunswick	11	39	21	30	101	9,660
Ontario	96	76	140	86	398	not available
Manitoba	179	148	271	225	823	48,460
Saskatchewan	11	97	28	135	271	15,712
Alberta	32	243	87	332	694	60,776
British Columbia	38	6	104	30	178	9,809
Totals	535	679	966	920	3,100	193,897

Note—All cases in Ontario were handicapped trainees who were eligible for training under Schedule "R" if it had been in operation.

TABLE 3—Training for Disabled Persons
Schedule "R"
Fiscal Year Ended March 31, 1956

Province	Federal Allotment	Claims paid in 1955-56 to April 30, 1956		
		For Previous Year	For 1955-56	Total Payments
	$	$	$	$
Newfoundland	10,000	.....	7,842.92	7,842.92
Prince Edward Island	3,000	706.15	1,745.43	2,451.58
Nova Scotia	20,000	.....	6,504.68	6,504.68
New Brunswick	26,500	.....	23,883.43	23,883.43
Manitoba	25,000	.....	10,436.72	10,436.72
Saskatchewan	15,000	652.70	10,183.09	10,835.79
Alberta	9,000	.....	8,318.28	8,318.28
British Columbia	10,000	.....	3,964.79	3,964.79
Totals	118,500	1,358.85	72,879.34	74,238.19*

*Note: Total payments as shown in Column 4 do not include sales tax amounting to $229.89.

TABLE 4—Training for Disabled Persons

Schedule "R"

Fiscal Year Ended March 31, 1956

Province	Enrolments				Total Enrolment	Days' Training
	In Training March 31, 1955		April 1, 1955 to March 31, 1956			
	Men	Women	Men	Women		
Newfoundland	11	1	31	12	55	4,296
Prince Edward Island	2	....	....	....	2	10
Nova Scotia	....	....	19	9	28	2,281
New Brunswick	23	17	38	33	111	7,941
Manitoba	....	....	49	14	63	4,377
Saskatchewan	....	....	22	12	34	not available
Alberta	12	5	26	12	55	3,960
British Columbia	1	3	26	17	47	3,586
Totals	49	26	211	109	395	26,451
Ontario	96	76	140	86	398	

Note:—All Ontario cases were trained under the provisions of schedule "M".

TABLE 5—Youth Training (Other than Student Aid)—Allotments and Payments

Schedule "O"

Fiscal Year Ended March 31, 1956

Province	Federal Allotment	Claims paid in 1955-56 to April 30, 1956		
		For Previous Year	For 1955-56	Total Payments
	$	$	$	$
Newfoundland	23,800	.....	21,780.52	21,780.52
Prince Edward Island	1,500	.....	360.00	360.00
Nova Scotia	43,600	1,473.10	31,880.06	33,353.16
New Brunswick	27,750	.....	27,739.19	27,739.19
Ontario	.....	.....	.....	.....
Manitoba	7,500	.....	6,295.31	6,295.31
Saskatchewan	20,000	.....	15,021.24	15,021.24
Alberta	8,100	.....	7,985.05	7,985.05
British Columbia	22,000	.....	20,244.90	20,244.90
Northwest Territories	.....	.....	.....	.....
Totals	154,250	1,473.10	131,306.27	132,799.37*

* Note: Total payments as shown in Column 4 do not include sales tax amounting to $1,814.54.

TABLE 6—Youth Training Enrolments

Schedule "O"

Fiscal Year Ended March 31, 1956

Province	Enrolment				Total Enrolment	Days' Training
	In Training March 31, 1955		April 1, 1955 to March 31, 1956			
	Men	Women	Men	Women		
Newfoundland	47	....	237	....	284	4,997
Prince Edward Island	.....	.....	19	11	30	473
Nova Scotia	33	....	261	....	294	6,313
New Brunswick	121	59	144	55	379	21,666
Manitoba	....	....	95	32	127	6,370
Saskatchewan	....	....	546	288	834	9,949
Alberta	....	....	811	....	811	3,656
British Columbia	28	9	47	27	111	8,899
Totals	229	68	2,160	413	2,870	62,323

TABLE 7—Student Aid—Allotments and Payments

Fiscal Year Ended March 31, 1956

Province	Federal Allotment	Claims paid in 1955-56 to April 30, 1956		
		For Previous Year	For 1955-56	Total Payments
	$	$	$	$
Newfoundland	8,000	.....	8,000.00	8,000.00
Prince Edward Island	5,500	.....	5,500.00	5,500.00
Nova Scotia	10,000	.....	2,305.93	2,305.93
New Brunswick	15,000	.....	14,800.00	14,800.00
Ontario	100,000	.....	100,000.00	100,000.00
Manitoba	7,500	.....	7,300.00	7,300.00
Saskatchewan	30,000	.....	29,862.50	29,862.50
Alberta	10,000	.....	10,000.00	10,000.00
British Columbia	30,000	.....	28,995.00	28,995.00
Northwest Territories	.....	.....	.....	.....
Totals	216,000	.....	206,763.43	206,763.43

TABLE 8—Student Aid Enrolments—1955-56

Province	Medicine	Veterinary Medicine	Dentistry	Pharmacy	Applied Science, Engineering Science	Arts and Science	Arts	Law	Education, Teacher Training, English	Home Economics	Agri-culture	Commerce, Business Education, Business Admin.	Forestry	Miscel-laneous	University Students		Nurses in Training	Total
															Men	Women		
Newfoundland	.....	...	...	...	.....	.....	.....	...	38	...	...	.....	...	...	30	8	.....	38
Prince Edward Island	15	3	3	...	10	.....	...	1	.....	...	1	3	...	2	38	.....	...	38
Nova Scotia	19	...	1	...	28	...	20	2	1	...	...	9	...	1	72	9	...	81
New Brunswick	27	...	4	1	42	...	25	11	...	...	1	11	1	3	116	10	...	126
Ontario	138	29	20	8	227	93	312	7	86	15	40	71	5	30	867	214	...	1,081
Manitoba	1	...	...	...	8	.....	6	3	1	...	1	1	...	2	21	2		43
Saskatchewan	52	1	5	4	2	1	20	2	50	1	4	4	...	6	130	22	44	196
Alberta	2	1	12	2	43	8	7	...	5	...	4	1	...	...	74	11	36	121
British Columbia	53	16	12	14	65	10	129	21	6	10	2	13	3	33	313	74	21	408
Totals	307	50	57	29	425	112	519	47	187	26	53	113	9	77	1,661	350	121	2,132

TABLE 9—Training for the Armed Forces—Fiscal Year Ended March 31, 1956

Schedule K-1

Province	Federal Allotment	Claims Paid—1955-56 to April 30, 1956			Enrolments		Total Enrolment	Hours' Training
		For Previous Year	For 1955-56	Total Payments	In Training March 31/55	April 1/55 to March 31/56		
	$	$	$	$				
New Brunswick	6,000	.....	4,666.22	4,666.22	14	10	24	5,815
Quebec	9,000	1,750.00	6,998.64	8,748.64	11	27	38	13,002
Ontario	54,000	91.83	36,597.76	36,689.59	97	158	255	137,905
Manitoba	30,000	.....	11,359.28	11,359.28	26	57	83	27,452
Alberta	18,000	.....	16,300.60	16,300.60	15	45	60	20,334
Totals	117,000	1,841.83	75,922.50	77,764.33*	163	297	460	204,508

* Note: Total payments as shown in Column 4 do not include sales tax amounting to $102.90.

TABLE 10—Apprentices Registered with Provincial Departments of Labour As of March 31, 1956

	Nfld.	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.	Total
Aeronautical Mechanics	.....	39	.....	.....	.....	.....	.....	.....	.....	39
Auto-Body and Fender Repair Men	1	.....	58	.....	64	54	289	.....	.....	466
Barbers	.....	.....	.....	19	.....	23	.....	44	.....	86
Blacksmiths	.....	.....	.....	3	6	.....	.....	.....	.....	9
Boiler Shop Workers	.....	1	.....	3	.....	.....	.....	36	.....	40
Bricklayers	10	13	13	177	82	51	70	16	.....	432
Cabinet Makers	.....	.....	1	4	.....	.....	.....	.....	.....	5
Carpenters	36	65	47	369	158	155	211	288	.....	1,329
Coppersmiths	.....	.....	.....	3	.....	.....	.....	.....	.....	3
Draftsmen	.....	1	3	34	.....	.....	.....	.....	.....	38
Electrical Construction Workers	55	99	126	830	171	.....	472	253	.....	2,006
Electrical Maintenance Men	.....	35	22	64	11	143	.....	.....	.....	275
Glass Workers	.....	.....	.....	.....	.....	.....	.....	10	.....	10
Hairdressers and Beauty Culturists	.....	.....	.....	173	.....	58	.....	45	.....	276
Instrument Makers	.....	2	.....	18	.....	.....	.....	.....	.....	20
Jewellery and Watch Repair Men	.....	.....	.....	.....	.....	.....	.....	3	.....	3
Lathers	.....	.....	.....	47	10	.....	.....	15	.....	72
Linemen	.....	.....	58	.....	.....	.....	.....	.....	.....	58
Machinists	20	70	56	96	.....	.....	.....	204	.....	446
Masons (Stone) [1]	.....	.....	.....	10	.....	.....	.....	.....	.....	10
Millworkers (Factory Woodworkers)	.....	.....	1	40	21	.....	.....	.....	.....	62
Millwrights	18	3	7	6	.....	.....	.....	.....	.....	34
Motor Vehicle Repair Men	88	98	214	2,337	365	305	964	263	.....	4,634
Moulders	.....	.....	.....	2	.....	.....	.....	11	.....	13
Office Mach. Mechanics	.....	.....	.....	.....	.....	.....	.....	25	.....	25
Painters and Decorators	.....	1	3	65	68	22	69	32	.....	260
Pattern Makers	1	1	1	5	.....	.....	.....	10	.....	18
Plasterers [2]	.....	.....	.....	61	46	5	130	30	.....	272
Plumbers and Pipefitters	49	55	137	759	159	120	429	176	.....	1,884
Printers	.....	.....	9	2	.....	.....	.....	20	.....	31
Radio (Maintenance and Repair Men)	.....	.....	.....	.....	.....	.....	38	.....	.....	38
Refrigeration Workers	.....	.....	.....	1	12	.....	4	6	.....	23
Sheet Metal Workers	5	1	46	259	109	81	234	162	.....	897
Ship Fitters and Shipwrights	.....	21	.....	.....	.....	.....	.....	33	.....	54
Sign Painters	.....	.....	.....	1	.....	.....	.....	7	.....	8
Stationary Engineers	76	.....	22	4	.....	.....	.....	.....	.....	102
Steamfitters [3]	.....	20	.....	283	50	.....	79	.....	.....	432
Steel Fabrication Workers	.....	.....	.....	1	.....	.....	.....	41	.....	42
Switchboard Operators	.....	.....	25	.....	.....	.....	.....	.....	.....	25
Tilesetters [4]	.....	.....	.....	2	15	.....	.....	.....	.....	17
Welders	2	.....	49	9	.....	45	691	.....	.....	796
Miscellaneous	22	2	.....	3	.....	.....	.....	12	.....	39
Total	383	527	898	5,690	1,347	1,062	3,680	1,742	.....	15,329
No. of Trades in which Apprentices are Regist'd	12	17	20	32	16	12	13	24	.....	.....
No. of Designated Trades Under Provincial Acts	8	8	32	13	15	13	14	22	.....	.....

[1] Included with bricklayers in Saskatchewan.
[2] Included with bricklayers in New Brunswick.
[3] Included with plumbers in British Columbia.
[4] Included with bricklayers in British Columbia.

TABLE 11—Apprentice Training—Allotments and Payments
Fiscal Year Ended March 31, 1956

Province	Federal Allotment	Claims paid in 1955-56 to April 30, 1956		
		For Previous Year	For 1955-56	Total Payments
	$	$	$	$
Newfoundland	32,500	.....	30,657.72	30,657.72
Nova Scotia	61,000	965.01	57,135.40	58,100.41
New Brunswick	51,612	.....	51,611.57	51,611.57
Ontario	342,300	19,960.94	265,931.88	285,892.82
Manitoba	75,000	.....	71,574.23	71,574.23
Saskatchewan	83,000	.....	74,545.04	74,545.04
Alberta	235,800	.....	232,925.20	232,925.20
British Columbia	85,500	.....	85,400.95	85,400.95
Northwest Territories	5,888	.....	588.69	588.69
Totals	972,600	20,925.95	870,370.68	891,296.63*

*Note: Total payments as shown in Column 4 do not include sales tax amounting to $4,915.31.

TABLE 12—Apprentice Training—Fiscal Year Ended March 31, 1956

Province	Enrolment: Part-time Classes: In Trg. Mar. 31/55	Part-time Classes: Apr. 1/55 to Mar. 31/56	Full-time Classes: Pre-employment: In Trg. Mar. 31/55	Pre-employment: Apr. 1/55 to Mar. 31/56	Post-employment: In Trg. Mar. 31/55	Post-employment: Apr. 1/55 to Mar. 31/56	Correspondence Courses: In Trg. Mar. 31/55	Correspondence Courses: Apr. 1/55 to Mar. 31/56	Total Enrolment	Hours' Training Part-time Classes	Days' Training Full-time Classes
Newfoundland	129	240	.....	.....	26	172	10	42	619	11,667	5,894
Nova Scotia	304	303	.....	.....	26	111	29	3	776	38,149	5,640
New Brunswick	450	682	24	23	13	86	3	2	1,283	32,663	5,441
Ontario	.....	.....	.....	.....	342	1,989	.....	.....	2,331	.....	75,370
Manitoba	.....	.....	52	73	112	629	.....	.....	866	.....	23,097
Saskatchewan	.....	.....	.....	.....	193	456	.....	.....	649	.....	16,486
Alberta	.....	.....	.....	.....	486	2,200	.....	.....	2,686	.....	61,215
British Columbia	60	1,901	.....	.....	33	383	17	2	2,396	89,229	9,255
Total	943	3,126	76	96	1,231	6,026	59	49	11,606	171,708	202,398

TABLE 13—Assistance to Vocational Schools
Special Allotment for Capital Expenditures

Province	Buildings: Federal Allotment	Buildings: Claims Paid 1945-55	Buildings: Claims Paid in 1955-56	Equipment: Federal Allotment	Equipment: Claims Paid 1945-55	Equipment: Claims Paid in 1955-56
	$	$	$	$	$	$
Newfoundland	219,185	219,185.00	.....	73,065	73,065.00	.....
Prince Edward Island	61,500	61,500.00	.....	20,500	20,499.99	.....
Nova Scotia	378,225	378,222.03	.....	126,075	68,136.56	.....
New Brunswick	324,750	324,750.00	.....	108,250	108,250.00	.....
Quebec	2,354,550	2,354,550.00	.....	784,850	784,850.00	.....
Ontario	2,273,625	2,273,625.00	.....	757,875	534,060.93	.....
Manitoba	492,000	373,139.36	.....	164,000	74,456.92	.....
Saskatchewan	643,650	643,013.48	.....	214,550	214,550.00	.....
Alberta	525,150	525,150.00	.....	175,050	175,050.00	.....
British Columbia	446,550	446,550.00	.....	148,850	148,849.99	.....
Northwest Territories	12,700	.....	.....	.....	.....	.....
Yukon	.....	.....	.....	3,900	.....	2,586.82
Totals	7,731,885	7,599,684.87	.....	2,576,965	2,201,769.39	2,586.82

TABLE 14—Assistance to Vocational Schools—Annual Allotments

Province	* Annual Federal Allotment	Claims Paid 1945-1955	Claims paid 1955-56 to April 30, 1956		
			For Previous Year	For 1955-56	Total Payments
		$	$	$	$
Newfoundland	66,600	301,770.23	.....	66,575.00	66,575.00
Prince Edward Island	25,500	247,092.33	.....	25,500.00	25,500.00
Nova Scotia	106,000	762,380.48	.....	106,000.00	106,000.00
New Brunswick	89,800	907,199.34	.....	89,800.00	89,800.00
Quebec	638,100	6,184,062.44	.....	638,100.00	638,100.00
Ontario	597,500	5,915,500.00	.....	597,500.00	597,500.00
Manitoba	116,500	732,315.28	82,383.95	114,155.84	†196,539.79
Saskatchewan	137,500	1,318,859.40	.....	137,500.00	137,500.00
Alberta	147,600	1,394,190.37	.....	147,600.00	147,600.00
British Columbia	140,700	1,261,029.54	.....	140,700.00	140,700.00
Northwest Territories	4,200	4,865.91	.....	3,611.25	3,611.25
Yukon	2,350	.....	.....	2,323.15	2,323.15
Totals	2,072,350	19,029,265.32	82,383.95	2,069.365.24	2,151,749.19

* Includes unmatched grant of $10,000 to each province. (Northwest Territories, $1,500; Yukon, $850.)

Reinstatement in Civil Employment

The Veterans Benefit Act, 1951, extended the provisions of the Reinstatement in Civil Employment Act, and made them applicable to all persons enlisting in the Regular Forces of Canada after July 5, 1950, and serving for a term not exceeding three years. Included in the coverage of the provisions were members of the Reserve Forces called out for service with the Regular Forces. The Veterans Benefit Act, 1951, was repealed by the Veterans Benefit Act, 1954, assented to June 26, 1954. The 1954 Act made the Reinstatement Act applicable to the same personnel as before, with an additional provision to cover those whose terms of engagement with the Regular Forces did not exceed three years, but who remained in the service for more than three years by reason of a state of emergency or of delay in obtaining discharge. An amendment to the Veterans Benefit Act, 1954 was passed by Parliament in June of 1955. It provides that the rights of reinstatement in civil employment will not apply to those joining the Regular Forces after July 1, 1955.

This amendment in no way changed the rights to reinstatement of those who joined the Armed Forces before July 1, 1955, or of those who may enlist in any Special Force which may be constituted from time to time by the Minister of National Defence. (There is no Special Force at present.)

Under the Reinstatement in Civil Employment Act, a discharged person may claim reinstatement in his civilian employment either orally or in writing, within three months of discharge in Canada or within four months of discharge overseas. There is provision for extension of this time when, through a condition of health, the employee cannot return to his employment as soon as this, but the employer must be notified within the three or four-month period, as the case may be, of this condition as well as of the employee's intention to apply for reinstatement when he is capable of performing the work.

The Act requires that an employee be reinstated under conditions not less favourable than he would have enjoyed had he continued in employment instead of joining the Forces.

Unemployment Insurance Commission—National Employment Service

A close working relationship is maintained between the Unemployment Insurance Commission and the Department of Labour in the development of policies and programs particularly in the manpower field.

These programs, which are dealt with in other sections of the Annual Report, include seasonal and area unemployment, the older worker employment problem, industrial training, rehabilitation of the disabled, problems peculiar to women's employment, professional manpower, special employment problems of the primary industries, veterans' reinstatement in civil employment, employment on defence establishments, and manpower and social security research.

The Department is most appreciative of the close cooperation and assistance which the Commission, its officers and staff have extended to the Department in these areas of common interest and endeavour.

Detailed information on the operations of the Unemployment Insurance Commission is published in the Annual Report of the Unemployment Insurance Commission.

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CANADA

DEPARTMENT OF LABOUR

ANNUAL REPORT
for the fiscal year
ended March 31, 1957

Price: 25¢

CANADA

DEPARTMENT OF LABOUR

ANNUAL REPORT

for the fiscal year ended March 31

1957

Edmond Cloutier, C.M.G., O.A., D.S.P.
Queen's Printer and Controller of Stationery
OTTAWA, 1957

To His Excellency, the Right Honourable Vincent Massey, C.H.,
Governor General and Commander-in-Chief of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying Report of the Deputy Minister on the work of the Department of Labour for the fiscal year ended March 31, 1957, all of which is respectfully submitted.

MICHAEL STARR,
Minister of Labour.

91307—2

REPORT OF THE DEPUTY MINISTER OF LABOUR FOR THE FISCAL YEAR ENDED MARCH 31, 1957

To The Honourable Michael Starr,
Minister of Labour.

Sir,—I have the honour to submit a Report of the work of the Department of Labour for the fiscal year ended March 31, 1957.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR H. BROWN,
Deputy Minister of Labour.

91307—2½

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Introduction

This 57th Annual Report of the Department of Labour for the fiscal year 1956-57 records activity in the performance by the Department of its basic functions, and its continuing expansion into fields that are growing in importance.

At its establishment under the authority of the Conciliation Act of 1900, the relevant provisions of which now appear in the Department of Labour Act (*R.S.C. 1952, c. 72*), the Department was responsible for aiding in preventing and settling industrial disputes, and far the carrying out of the Fair Wages Policy adopted by the Government to ensure proper wage rates and hours of work for employees engaged by contractors under contract with the Government of Canada.

It was also authorized to collect and publish statistical and other information relating to labour conditions, conduct inquiries into important industrial questions, and issue each month *The Labour Gazette*. The Department is now charged with the administration of a considerable amount of social legislation, and is active in the field of manpower supply and demand.

A working committee—composed of officials of the Department and the Unemployment Insurance Commission—set up in 1954 to explore ways of increasing winter employment, held 10 meetings during the year. Through the efforts of this committee, its sub-committees and affiliates, all federal Government departments and agencies concerned with construction now have provisions in their specifications designed to ensure a maximum amount of winter work.

One of the year's highlights was the coming into force of the Female Employees Equal Pay Act, a recognition of the important part women are playing in Canada's economy.

Six complaints made under the Canada Fair Employment Practices Act were settled during the year; since the Act's inception, 24 complaints have been made, of which 19 were settled, one lapsed, and four were under investigation at the close of the year.

The Civilian Rehabilitation Branch, organized in June 1952 to encourage the development, jointly with the provinces, of a program of rehabilitation of Canada's handicapped, contributed to a decrease in prejudice against hiring the disabled by means of talks, radio programs, magazine articles, television shows and a film, "Everybody's Handicapped". (Another film, "Call It Rehabilitation", was completed during the year.) As a result of this decrease in prejudice, in 1956 the National Employment Service was able to place 25,000 handicapped Canadians in gainful employment.

During the year, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected 212,620 employees. From the inception of the Act, September 1, 1948, to March 31, 1957, the Minister of Labour has appointed conciliation officers to deal with 416 disputes. In the same period he has established conciliation boards to investigate and report upon 170 disputes which were not settled by conciliation officers or otherwise, including 16 disputes which were referred directly to boards without preliminary mediation on the part of conciliation officers.

Under the auspices of the Special Services Branch, officials concerned in the administration of the Federal-Provincial Farm Labour Program held their 14th annual conference in Ottawa on December 5, 6 and 7, 1956. These heard of provisions made to assist provinces in carrying out their farm labour programs, contained in agreements covering operations for the fiscal year 1956-57 which had been entered into with each of the provinces, except Newfoundland. Under the agreements, the federal Government and the provinces recorded their intentions of sharing expenses incurred in organizing the more efficient use of manpower in agriculture and in recruiting, transporting and placing workers on farms and in related industries.

At the close of the year, the number of labour-management committees on the Department's records had grown to 1,246.

Canada again sent representatives to the International Labour Conference at Geneva, the delegates being led by the Deputy Minister of Labour, who attended in his capacity also as Chairman of the Governing Body. As Chairman he delivered the opening speech at the Conference, and spoke in the exchange of views on the Report of the Committee on Freedom of Employers' and Workers Organizations. The Canadian employer delegate also spoke in the discussion, and the Canadian worker delegate spoke in the debate on the Director-General's Report.

At March 31, 1957, there were 619* persons on the staff of the Department, including 20 casual and prevailing rate employees, compared with 617 persons, including 19 casual and prevailing rate employees, at March 31, 1956.

A financial statement for the Department is given in the Public Accounts of Canada.

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* This figure does not include the staff of the Unemployment Insurance Commission or of the National Employment Service, the combined (regular and casual) staffs of which totalled 8,773 at March 31, 1957, compared with 8,756 at March 31, 1956.

Industrial Relations

During the fiscal year, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected 212,620 employees.

From the inception of the Act, September 1, 1948, to March 31, 1957, the Minister of Labour has appointed conciliation officers to deal with 416 disputes. In the same period he has established conciliation boards to investigate and report upon 170 disputes which were not settled by conciliation officers or otherwise, including 16 disputes which were referred directly to boards without preliminary mediation on the part of conciliation officers. Of the 428* disputes referred to either conciliation officers or to conciliation boards, 238 were adjusted and 120 were settled by conciliation boards, while 11 lapsed and 18 remained pending on March 31, 1957. There were 41 disputes not settled. In 25 of these cases the conciliation proceedings failed to avert work stoppages.

The Minister and officers of the Department made their services available during the fiscal year in a number of industrial disputes, as indicated in the statistical table. Some of these disputes involved large numbers of workers; others involved relatively few. In the main, the disputes which made the most strenuous demands upon the conciliation services of the Department were disputes affecting shipping in the Great Lakes and railway operations. Another important dispute involved a crown corporation.

In April, 1956, the Minister was requested by both the union and the company concerned to establish a board of conciliation to deal with matters in dispute between the Canadian Pacific Railway Company and the Brotherhood of Locomotive Firemen and Enginemen. The request was made by the union that the normal conciliation officer services be dispensed with and that the dispute go directly to a board of conciliation.

The Minister established the board in the same month. His Honour Judge J. C. Anderson was appointed Chairman in the absence of a joint recommendation from the other two members, Emmett M. Hall, Q.C., Saskatoon, the nominee of the Company, and Hon. Arthur W. Roebuck, Q.C., Toronto, the nominee of the Brotherhood.

The board held most of its hearings in Ottawa over a period of six months, all adjournments in that period being made with the consent of the parties. The main issues in dispute were as follows: the company requested that it have the unrestricted right to determine when and if a fireman (helper) shall be used on other than steam power; where firemen (helpers) are used on other than steam power a minimum rate of $7.00 per day of 100 miles shall apply; the elimination of mountain and valley differentials and the elimination of preparatory and inspection time arbitraries. The union requested an increase in wages of 25 per

*The number of disputes has been adjusted from 432 to allow for cases treated as single disputes when dealt with by conciliation officers, which were later treated as multiple disputes and referred to more than one conciliation board and to allow for cases treated as multiple disputes when dealt with by conciliation officers which were treated as single disputes and referred to one conciliation board.

cent; one full day's pay for each statutory holiday not worked; and one and one-half the basic daily rate for work performed during any part of a statutory holiday.

The board's report submitted by His Honour Judge Anderson and Mr. Hall was received on December 18, 1956. A minority report submitted by Senator Roebuck was received on the same date. In summary, the report of the board contained the following recommendations: that the diesel rules be amended to permit the company to operate diesel engines in yard and freight service without firemen; that the company continue to employ all firemen who are at the date of the new agreement on the firemen's roster and who have passed their engineers' qualifications and/or attained three years' seniority as firemen; that the parties themselves discuss revisions of the present rules governing preparatory and inspection time arbitraries; that all mountain differentials be reduced to the amount of the valley differentials and that the valley differentials be continued; that all wage rates and special allowances be increased by 7 per cent effective April 1, 1956, and by a further 5 per cent effective January 1, 1957; that statutory holidays when not worked be paid at eight hours straight time and double time when worked; and that the $4.25 per month per employee included in these increases subsequent to January 1, 1957, be in lieu of health and welfare benefits.

In summary, the minority report recommended: that the present diesel rules in the collective agreements be not changed; that the company withdraw its proposals that firemen's pay on passenger diesel locomotives be reduced; that all present arbitraries be continued; that firemen be granted statutory holidays with pay on the same basis as now applying to trainmen; and that a wage increase be granted as recommended in the majority report of the board.

The Brotherhood advised the Minister that the report of the board was not acceptable; the company that the report was acceptable.

After a series of union-management meetings, arranged by the Government, the Brotherhood took strike action on January 2, 1957. On January 11, work was resumed and the parties came to an agreement on the basis of a 7 per cent wage increase retroactive to April 1, 1956, and a 5 per cent increase effective January 1, 1957, and payment for statutory holidays when not worked at eight hours straight pay and when worked to be paid at double time and that the diesel question and the question of arbitraries and the mountain and valley differentials be referred to a Royal Commission established under Part I of the Inquiries Act.

The Chairman of the Royal Commission is Hon. Mr. Justice R. L. Kellock, Supreme Court of Canada, and the other members of the Commission are Hon. Mr. Justice C. C. McLaurin, Supreme Court of Alberta, and Hon. Mr. Justice Jean Martineau, Court of Queen's Bench, Quebec.

As the fiscal year ended the Royal Commission was still conducting hearings on the matters referred to it.

Boards of conciliation were also established during the fiscal year to deal with disputes involving the Canadian Pacific Railway Company and the Canadian National Railways and the Brotherhood of Railroad Trainmen; and the Canadian National Railways and the Canadian Pacific Railway Company and the Brotherhood of Locomotive Engineers. All disputes were settled following board procedure.

As the 1955-56 fiscal year closed, conciliation boards were dealing with several disputes involving most of the shipping companies operating in the Great Lakes.

In the dispute involving the Association of Lake Carriers (eight shipping companies) and the Seafarers' International Union of North America, Canadian District, the Board reported on April 17, 1956. The Board was not able to effect an agreement on the issues in dispute.

On May 7, 1956, the Minister was advised by the union that a strike vote had been taken and that the unlicensed personnel employed by two of the companies involved would withdraw from service on May 10.

On May 9, the Minister appointed H. Carl Goldenberg, Q.C., Montreal, as an Industrial Inquiry Commission to act as mediator. On May 10, the union struck two of the companies involved. On June 12, Mr. Goldenberg reported that all matters in dispute had been settled and agreements signed between all the companies and the Seafarers' International Union of North America, Canadian District, as well as between the companies and the Canadian Merchant Service Guild, Inc. and the National Association of Marine Engineers of Canada, Inc. Settlements involved an increase in wages ranging from 16 per cent to 19 per cent and the establishment of a welfare plan.

Another important dispute involved the Polymer Corporation Limited, Sarnia and Local 16-14, Oil, Chemical and Atomic Workers International Union. The board of conciliation established to deal with the dispute reported in January, 1957. The recommendations of the board were not acceptable in their entirety to either the company or the union and a strike vote was authorized on February 10.

On February 6, Eric G. Taylor, Toronto, was appointed to mediate the dispute and the union deferred strike action. A settlement was announced in the latter part of February and a collective agreement was signed.

The Industrial Relations and Disputes Investigation Act*

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948. In its legislative principles the Act combines the long-tested cooling-off, investigation and conciliation features of the Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proved their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council, P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and of employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

*For a review of the provisions of the Act, its application to industries within federal jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette*, November 1948, pp. 1255-61, and also the Annual Report of the Department of Labour for the fiscal year ended March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in the form of a Bill.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, taking of strike votes and changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union who are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees or trade unions or employers' organizations.

9. The establishment of a representative Board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade unions to represent employees for collective bargaining purposes.

10. The appointment of industrial inquiry commissions to inquire into industrial matters or disputes.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the federal legislation in the application thereof to any industry.

The Act is divided into two parts. Part I contains the provisions defining and prohibiting unfair labour practices, the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of agreements and settlement of grievances in connection with such agreements, and the enforcement provisions of the Act. Part II specifies the industries to which the Act applies, provides for the appointment of a representative Labour Relations Board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of conciliation officers, conciliation boards, and industrial inquiry commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in the following chapter.

Regulations under the Act

The Industrial Relations and Disputes Investigation Regulations are made pursuant to the provisions of Section 67 of the Industrial Relations and Disputes Investigation Act. The Regulations prescribe the procedure to be followed in

dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of conciliation officers and conciliation boards, complaints that provisions of the Act have been violated, and applications for the consent of the Minister to prosecute offences under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

Conciliation Proceedings under the Act

Sections 16 and 17 of the Industrial Relations and Disputes Investigation Act provide for conciliation machinery for use in the settlement of disputes where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a conciliation officer to confer with the parties for the purpose of reaching an agreement. If a conciliation officer reports failure to bring about the settlement of a dispute, the Minister may appoint a board of conciliation and investigation. The Minister may appoint a conciliation board without prior reference to a conciliation officer, but the usual practice is the appointment of a conciliation officer in the first instance.

Nominations to Board

When a conciliation board is appointed, each party to the dispute is invited to nominate one person for appointment to the board. The two members so appointed are then requested to recommend a third person for appointment as chairman. If they fail to agree, the Minister selects the chairman.

The first duty of a board of conciliation and investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the fiscal year, the Minister appointed 56 conciliation officers under Section 16 of the Industrial Relations and Disputes Investigation Act and in four other cases conciliation officers appointed before April 1, 1956, continued to function. In 31 of these 60 cases, settlements of the disputes were effected by the conciliation officers; in 19 cases, the conciliation officers were not able to settle the disputes and recommended the appointment of Boards of Conciliation and Investigation; one dispute lapsed. In the remaining nine cases, the conciliation officers were still functioning at the end of the fiscal year.

In the same period, the Minister appointed boards of conciliation and investigation under Section 17 of the Act to deal with 25 disputes. Reports were also received from 15 boards established during the previous fiscal year. In respect of the 40 disputes dealt with by conciliation boards, settlements on the basis of boards' reports were obtained in 21 disputes by the end of the fiscal

year; 10 disputes were not settled, and nine disputes submitted to boards were still pending at the end of the fiscal year. Legal strikes occurred in six disputes which were not settled by conciliation boards.

Analysis of Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act, by Disposition of Cases, for the Fiscal Year 1956-57 and from Inception of the Act

	April 1, 1956 to March 31, 1957		September 1, 1948 to March 31, 1957	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by conciliation officers at beginning of period	4	305	.....	.....
Disputes referred to conciliation officers	56	19,352	416	587,742
Total	60	19,657	416	587,742
Disputes settled by conciliation officers	31	10,559	238	73,129
Disputes not settled by conciliation officers	19	4,849	162	508,991
Disputes which lapsed; no further action required	1	399	7	1,772
Disputes being dealt with by conciliation officers at end of period	9	3,850	9	3,850
Total	60	19,657	416	587,742
Disputes being dealt with by conciliation boards at beginning of period	12	151,861	.....	.....
Disputes in which parties were considering conciliation board recommendations at beginning of period	3	9,081	.....	.....
Disputes referred to conciliation board	25*	36,870	170†	704,829
Total	40	197,812	170	704,829
Disputes settled by conciliation boards	21	174,510	120	396,132
Disputes not settled by conciliation boards	10	22,193	37	307,296
Disputes which lapsed; no further board action required	.....	.....	4	292
Disputes in which parties were considering conciliation board recommendations at end of period	4	793	4	793
Disputes being dealt with by conciliation boards at end of period	5	316	5	316
Totals	40	197,812	170	704,829

†Includes 16 disputes not previously referred to conciliation officers.

*Includes 7 disputes not previously referred to conciliation officers and one dispute referred to a board already established.

Other Proceedings Before the Minister under the Act

Complaints to the Minister of Failure to Bargain Collectively

The Minister received no complaints under Section 43 of the Industrial Relations and Disputes Investigation Act during the period from April 1, 1956, to March 31, 1957, alleging that parties had failed to bargain collectively or to make evely reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1957, the Minister received seven such complaints under Section 43 of the Act. Two complaints were withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for result, see chapter on "Canada Labour Relations Board").

Applications to the Minister for Consent to Prosecute

The Minister received no applications for consent to prosecute under Section 46 of the Act during the period April 1, 1956, to March 31, 1957.

During the period from September 1, 1948, to March 31, 1957, the Minister received 15 such applications for consent to prosecute. Seven applications were granted, two were refused, two were referred to industrial inquiry commissions and settled, one was referred to a conciliation officer and settled, one was withdrawn and two lapsed.

Complaints to Minister of Violation of Provisions of the Act

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister, who is empowered to have the complaint investigated by a conciliation officer or by an industrial inquiry commission.

Six complaints under Section 44 were made to the Minister during the fiscal year.

During the period from September 1, 1948, to March 31, 1957, 16 complaints under Section 44 were made to the Minister. In seven cases the Minister appointed industrial inquiry commissions under Section 56 of the Act to investigate the complaints, resulting in every case either in a settlement being secured or in the complaint being dismissed. Three complaints were settled by the appointment of a conciliation officer, one complaint was withdrawn, two lapsed, one developed into an application for consent to prosecute, and two were pending on March 31, 1957.

Industrial Inquiry Commissions Under the Act

Under Section 56 of the Act the Minister is empowered to appoint an industrial inquiry commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the fiscal year, six industrial inquiry commissions were appointed. In all, since the inception of the Act, 20 such appointments have been made.

Fair Wages Policy

The Fair Wages Policy of the federal government was originally adopted as a Resolution of the House of Commons in 1900, and later expressed in an Act of Parliament and in a series of Orders in Council which were consolidated by Order in Council of December 22, 1954 (P.C. 1954-2029).

The statute referred to is the "Fair Wages and Hours of Labour Act". This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week.

Regulations under the Fair Wages and Hours of Labour Act, in effect since 1940, were revised on December 22, 1954, by Order in Council P.C. 1954-2030 to provide further that all cases of default in the payment of wages to employees by the contractor or other party charged with payment of wages under a contract shall be referred to the Minister for investigation and determination of the amount in default, and also to provide that where a department has occasion through a breach of contract by a contractor to seize his security and to withhold moneys due under a contract, the department shall immediately notify the Deputy Minister of Labour.

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appears on pp. 26-28 of the Annual Report of the Department of Labour for the fiscal year ending March 31, 1950.

Wages and Conditions Applying on Works of Construction, Repair, Remodelling and Demolition

During the fiscal year ending March 31, 1957, the Department of Labour issued 2,158 schedules of Fair Wages and Conditions of Employment compared with 2,245 during the fiscal year 1955-56 and 1,909 during the fiscal year 1954-55. The approximate total value of contracts reported to the Department as having been awarded during the last fiscal year was $419,899,605, compared with $279,264,576 for the fiscal year 1955-56. During 1956-57 the sum of $106,680.57 was collected from 131 contractors for distribution to 3,538 workers. During the fiscal years 1955-56 and 1954-55 such collections totalled $64,354.96 and $23,221.72 respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the manufacture of supplies and equipment are required to include the standard labour conditions as a provision of the contract. During the fiscal year under review 1,740 contracts were awarded, with an approximate value of $13,785,595. During the same period 46 statutory declarations listing the classifications of workers employed on such contracts, their wage rates and hours of work were submitted to the Department for review.

All complaints with respect to failure of contractors to observe provisions of the labour conditions of contracts were investigated. A policy of regular inspections is also maintained, and during the fiscal year Fair Wage Officers made 583 inspections of the wages and hours and other labour conditions, including the non-discrimination provision, being observed by contractors on government contracts. In addition, 184 inspections were made of the overtime rates being paid on contracts where permission was granted to exceed the statutory hours of work.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing Department; the compensation shall not exceed the salaries provided in the classification schedules; and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years, various Orders in Council were passed, extending the exemptions of the original Order.

Treasury Board Order T.B. 478800 of November 10, 1954, effective December 1, 1954, amended the Prevailing Rate Employees General Regulations (previously T.B. 458000) and established, among other things, the method of determining the rate of pay of these exempt employees. The rate of normal pay and the rate and conditions of extra pay for these employees in each unit in the public service is fixed by Treasury Board after consultation with the Department of Labour.

T.B. 478900 of November 10, 1954, effective December 1, 1954, amended the Ships' Officers Regulations (previously T.B. 467500) and provided, among other things, that the salary rates of officers on government ships should be determined or approved in terms of annual rates by the Treasury Board after consultation with the Department of Labour.

The Ships' Crews Regulations T.B. 478801 of November 10, 1954, effective December 1, 1954, amended T.B. 469600 and included the provision that the rates of salary of employees or groups of employees in the crews on government vessels should be determined or approved in terms of monthly rates by the Treasury Board after consultation with the Department of Labour.

T.B. 482506 of February 8, 1955, the Commissionaire Services Regulations, effective April 1, 1955, revoked T.B. 434590 and included the provision that amounts payable under agreements between government departments and Canadian Corps of Commissionaires should be based on such rates for each Commissionaire supplied by the Corps as the Treasury Board, after consultation with the Department of Labour, approves.

There are in the Government service in Canada about 40,000 of these employees exempt from the operation of the Civil Service Act; they are employed in public buildings, parks, forests, on canals, special projects and government vessels. This number is exclusive of about 3,700 Commissionaires of the Canadian Corps of Commissionaires whose services are utilized by government departments and agencies at various locations across Canada.

During the fiscal year 1956-57 the number of wage rate recommendations made for the establishment of rates of pay for prevailing rate employees of the Government was 8,663. Approximately 450 different occupational classifications were represented in the recommendations made.

The corresponding figures for the fiscal year 1955-56 were 5,788 recommendations involving about 360 occupational classifications.

During the fiscal year, field officers of the Department conducted 356 surveys to obtain information about wage rates paid by private employers in the many areas across Canada where prevailing rate employees of the Government were also employed. In determining the appropriate rates for these employees, the wage returns collected by the Economics and Research Branch, the wage rates established by collective agreements and the wage rates specified in some provinces by legislation were also examined. In the fiscal year 1955-56 these surveys numbered 289.

Labour-Management Co-operation Service

The Labour-Management Co-operation Service of the Branch has carried on the work of encouraging labour-management co-operation through the formation of joint consultative committees since May 15, 1947. Prior to that, this work was administered by the Industrial Production Co-operation Board.

The Labour-Management Co-operation Service was established in recognition of the valuable work done during World War II by labour-management production committees in many vital industries. The Department of Labour has had the continuing support of major national employer and labour organizations in this work.

An advisory committee comprising representatives of employers' associations and the trade union movement advises the Minister of Labour on matters relating to the administration of the Service. The present committee was appointed under Order in Council P.C. 2527, dated May 30, 1951.

During the years since the Labour-Management Co-operation Service was formed, there has been a steady growth in the number of labour-management committees, and continuing evidence of wider acceptance of joint consultation by industry and labour. At the close of the fiscal year, the Department had a record of 1,246 labour-management committees.

According to the latest available figures approximately 380,000 Canadian workers are represented on these established committees. All the major industrial classifications including manufacturing, transportation, mining, service, communications, retail and wholesale trade, construction, and finance are covered by these committees.

The Labour-Management Co-operation Service maintains a staff of trained Industrial Relations Officers in various locations from coast to coast. Branch Offices are located at Amherst, Nova Scotia; Montreal and Three Rivers, Quebec; Toronto, Hamilton, and Windsor, Ontario; Winnipeg, Manitoba; and Vancouver, British Columbia.

As an aid to the promotional work of its field representatives, the Service prepares and distributes publicity material, research data, films, and other information. During the fiscal year under review, the research and publicity staff answered many enquiries concerning labour-management co-operation and considerable work was done in the revision of literature provided by the Service. Articles for publication in labour and other periodicals were also produced as well as other types of publicity and information material.

A regular bulletin, *Teamwork in Industry,* containing ideas and information on industrial relations, human relations, and other topics of interest was issued

monthly. During the fiscal year under review combined circulation, English and French, averaged 15,000 copies per month. A condensation of the highlights in this publication appeared monthly in the *Labour Gazette*.

A new series of posters, highlighting various phases of joint consultation and union-management co-operation was issued. Each of these posters has an accompanying pay envelope message amplifying the subject of the poster. During the year requests for 20,107 posters and 132,250 pay envelope messages were received from established committees.

Among the activities most frequently reported by labour-management committees were the following: measures to promote better understanding between management and labour, improved production efficiency, improved quality, accident prevention, good housekeeping, improved communications, reduced waste, and reduced absenteeism.

The Canada Fair Employment Practices Act

The Canada Fair Employment Practices Act came into effect on July 1, 1953. It applies to employers and trade unions whose operations fall within federal jurisdiction and is designed to prevent and eliminate discrimination in employment based on race, colour, religion or national origin.

Under the Act, no employer may discriminate against any person in regard to employment because of his race, colour, religion or national origin, and no trade union may exclude anyone from membership or discriminate against anyone in regard to membership or employment on these grounds. The Act prohibits the use of advertisements, application forms or other inquiries in connection with employment which express, directly or indirectly, any limitation, specification or preference as to race, colour, religion or national origin. The use of employment agencies which practise discrimination is also forbidden.

During the year, as part of a continuing program of educational publicity under the Act, two new radio scripts were prepared and will be broadcast in the early part of the next fiscal year. Two radio plays which had been broadcast during the 1955-56 fiscal year were rebroadcast during the current fiscal year. A new pamphlet was published and widely distributed. Other pamphlets of promotional material were also given large-scale distribution and copies of appropriate films were purchased for showings to interested groups. A special project of advertising the provisions of the Act in the foreign language press was undertaken. The availability of promotional material was advertised in several trade union journals. Officers of the Department attended four conferences on discrimination in employment sponsored by trade union organizations and other groups.

During the year, six complaints made under the Act were settled, and four were under investigation at March 31, 1957. In all, since inception of the Act. 24 complaints have been made, of which 19 were settled and one lapsed.

Female Employees Equal Pay Act

During the year, Parliament passed the Female Employees Equal Pay Act, which became effective on October 1, 1956. The Act applies to employers and employees engaged in works, undertakings and businesses coming within federal jurisdiction.

The Act, in its principal provision, prohibits an employer from employing a female employee for any work at a rate of pay that is less than the rate at which a male employee is employed by that employer for identical or substantially identical work. A difference in rates of pay for male and female employees doing identical or substantially identical work does not contravene the Act when such difference is based upon factors other than sex which normally justify different rates of pay.

Complaints under the Act may be made in the first instance to the Minister of Labour. Such complaints may be referred by the Minister to a Fair Wage Officer who will make an investigation and endeavour to effect a settlement. If no settlement follows, the complaint may be referred to a Referee for final decision after hearing the parties concerned. The Referee may order the adjustment of wages paid female employees.

Following proclamation of the Act extensive publicity was given the provisions of the Act and the co-operation of employers and trade unions was sought in giving effect to the purpose of the Act and in its effective administration. Employers to whom the Act applied were asked to review their present practices with respect to remunerating female employees in the light of the provisions of the Act in order to avoid the possibility of any conflict with the legislation.

During the six months of the fiscal year that the Act was in effect, no formal complaints were made, though the inquiries received indicated much interest in its provisions.

Great Lakes Seamen's Security Regulations

The Great Lakes Seamen's Security Regulations became effective on March 22, 1951, pursuant to the provisions of Order in Council P.C. 1439, which was passed under the Emergency Powers Act. The original regulations lost their effect when the Emergency Powers Act lapsed on May 31, 1954. They were re-established in essentially similar form for a period of three years on June 10, 1954, under authority conferred by Parliament through the amendment of the Navigable Waters Protection Act (Annual Report, Department of Labour, 1955, Page 22).

Briefly, the purpose served by the Regulations is to ensure, by means of a screening process, that only persons who are trustworthy as regards national security are permitted to sail on vessels plying the vital waterways of the Great Lakes area and the Upper St. Lawrence River. The area affected includes Lakes Ontario, Erie, Huron (including Georgian Bay), Michigan and Superior, their connecting waters, and the St. Lawence River as far east as the lower exit of the Lachine Canal and the Victoria Bridge at Montreal.

The Regulations were adopted in the light of the existing international situation and they parallel and complement the security screening provisions applicable to seamen employed on U.S. vessels operating in these waters.

The Regulations are administered by the Department of Labour through and in co-operation with the National Employment Service of the Unemployment Insurance Commission.

Canada Labour Relations Board

The Industrial Relations and Disputes Investigations Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agent for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures into collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union, and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent Chairman. There is also a Vice-Chairman who acts as Chairman in the absence of the latter. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

Rules of Procedure

The Rules of Procedure of the Board, made under Section 60 of the Act, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board. In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

Hearings of the Board

During the year, the Board met for a total of 17 days, usually holding one or two-day sessions each month. In addition to other activities, statistics of which are given below, 30 hearings were held either at the wish of the parties concerned or by direction of the Board. Thirty-six employers and 52 trade unions were represented before the Board.

Approximately two-thirds of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings under the Act

During the year the Board received 129 applications for the certification of bargaining agents which directly affected 7,478* workers. The Board disposed of another 15 applications for certification which were under investigation at the close of the previous fiscal year. Of these 144 applications, which directly affected 11,691* workers, 69 were granted, 16 rejected and 45 withdrawn. At the end of the fiscal year, the remaining 14 were still under investigation. During the fiscal year the Board ordered eight representation votes.

From September 1, 1948, the date on which the Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1957, the Board disposed of a total of 740 applications for certification directly affecting some 110,639 workers, 461 applications being granted, 140 rejected and 139 withdrawn. Since September 1, 1948, the Board has ordered 115 representation votes in applications for certification and three votes in applications for revocation of certification.

Complaints of Failure to Bargain Collectively Referred to Board

During the year no complaints made under Section 43 of the Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

From September 1, 1948, to March 31, 1957, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Board for Revocation of Certification

Section 11 of the Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

Two applications for revocation were received during the year, both being granted. In all, since the inception of the Act, 18 applications for revocation have been received, nine being granted, eight refused, and one withdrawn.

Applications to Board for a Procedure for Final Settlement of Disputes Concerning Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. One such application was received during the year. In all, since the inception of the Act, five applications have been received, one being granted, two rejected, and one settled without the necessity of a Board order. One application was under investigation at the end of the fiscal year.

*Preliminary estimate, subject to revision.

Canadian Government Annuities

The Government Annuities Act (R.S.C., 1952, c.132) was passed in 1908 to authorize the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age".

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in 49 communities across Canada. Full information is available to the public through these sources or from the nearest Accounting Post Office. The Government Annuities scheme is also brought to the attention of the public by advertisements in newspapers and periodicals.

Deferred or Immediate Annuities

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding 20 years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years employers of labour have made extensive use of Government Annuities for pensions for their employees. Both contributory and non-contributory plans are underwritten. In contributory plans employees and employer share the cost. In non-contributory plans the employer pays the entire cost. More than 60 per cent of the premium income of the Branch comes from pension plans.

Financial Statement

From September 1, 1908, the date of inception of the Annuities Branch, up to March 31, 1957, the number of new individual contracts and certificates issued was 434,116. Table 1 shows the number of individual contracts and certificates issued and net receipts, the number for this year being 18,413. Of these 911 were immediate annuities, 5,026 were contracts with individual annuitants for deferred annuities, and 12,476 were certificates issued under all group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year under new group contracts. At the end of the year there were 1,061 group contracts, under which 179,434 active registrations were in effect (compared with 177,379 for the previous year), and 21,036 persons had been retired on pension.

The total net receipts since September 1, 1908, were $1,040,628,374.36, net receipts for the year being $64,421,059.30. These sums represent total receipts less premiums refunded without interest because of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1957, was $989,285,939 (See Table 2). A surplus of $759,714.82 was transferred to the Consolidated Revenue Fund.

On March 31, 1957, annuity payment was being made under 73,997 contracts and certificates and was deferred under the remaining 306,338 (See Table 3). The total amount of annuity payable under vested contracts was $37,272,532, an average of $504 a contract. The value of all outstanding liabilities was $989,285,939.

Analysis of Vested Annuities

Tables 4(A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1957, under the first five classes in Table 3 (existing single lives without and with guaranteed period). The number of contracts analysed was 65,652, an increase of 2,389 over the number for the previous year. From Table 4(A), which shows the distribution of contracts by amount of annuity, it may be seen that 62.6 per cent of the annuities were for amounts under $600. In Table 4 (B) the classification is by sex and age of annuitant and shows the largest age group to be 70-79. The arithmetic average of attained ages under these vested contracts was 69.2 years, an increase of 0.2 years over the previous year.

Under vested annuity contracts, 3,000 deaths were reported during the year, the average age at death being 75.8 years, an increase of 0.1 years over the previous year.

Up to March 31, 1957, 19 annuitants—nine men and ten women—had attained the age of 100 years, five of them still living.

Reducing Annuities

When the Budget speech announced an increase in Old Age Security payments to $46 a month, the relevant figures for reducing annuities were re-calculated to provide annuities reducing by $46 a month at age 70.

Registered Retirement Savings Plans

When the Budget speech announced tax exemptions on premiums for individual annuities under certain conditions, the Branch began preparations to offer contracts that would be eligible under the new law (Section 79B of the Income Tax Act). Generally speaking, most contracts in force on March 14, 1957, meet the requirements of the law. Contracts effected after that date require minor modifications in wording.

Premium Rates

Order in Council P.C. 1957-374 dated March 21, 1957, prescribed a new schedule of premiums effective April 1. The interest rate was increased to four per cent and a new mortality basis was adopted to make provision for increasing longevity of annuitants. The net result is, at the most common ages, a reduction of from three to six per cent in premiums, depending upon the plan.

TABLE 1—Number of individual annuity contracts and certificates issued and net receipts

Fiscal Year Ending March 31	Individual Contracts Issued	Group Certificates Issued	Total Contracts and Certificates Issued	Net Receipts "000" Omitted
				$
1908-53 *	151,163	199,061	350,224	773,286
1954	5,305	13,161	18,466	64,380
1955	6,242	18,300	24,542	68,594
1956	6,799	15,672	22,471	69,945
1957	5,937	12,476	18,413	64,421
Totals	175,446	258,670	434,116	1,040,628

* From Sept. 1, 1908 to Mar. 31, 1953.

TABLE 2—Government annuities fund statement for the year ending March 31, 1957

Fund	
Fund, April 1, 1956	$930,221,101.00
Receipts, 1956-57, less disbursements	59,824,552.82
Less surplus, transferred to C.R. Fund	759,714.82
Fund, March 31, 1957	$989,285,939.00
Liabilities	
Valuation of annuities outstanding (See attached table)	$989,285,939.00
Receipts	
Immediate annuities	$ 5,943,036.57
Deferred annuities	58,982,047.13
Interest to March 31, 1957	36,322,665.00
Total	$101,247,748.70
Disbursements	
Vested annuities	$ 36,373,779.42
Commuted values	589,872.59
Premiums returned with interest (including instalment death benefits)	3,252,738.19
Premiums returned without interest	504,024.40
Employee withdrawal payments (pension plans)	673,383.75
Unclaimed annuities transferred to C.R.F.	29,397.53
Total	$ 41,423,195.88
Receipts less disbursements, 1956-57	59,824,552.82
Total	$101,247,748.70

DISTRIBUTION

Interest Rate	Fund at 31/3/57
4 %	$754,700,876.00
3 %	85,165,153.00
3½%	149,419,910.00
Total	$989,285,939.00

TABLE 3—Valuation, March 31, 1957, of annuity contracts and certificates

Classification	Number	Amount of Annuity	Present Value of Annuities in Force
		$	$
Vested:			
Males, ordinary annuities	14,603	6,526,936	51,918,669
Females, ordinary annuities	18,382	6,999,218	67,454,108
Males, guaranteed annuities	16,139	9,292,308	100,556,094
Females, guaranteed annuities	13,128	7,045,521	93,439,804
Reducing at age 70	3,400	3,240,716	25,984,612
Last survivor ordinary	3,453	1,669,395	20,940,953
Last survivor guaranteed	750	444,683	6,338,248
Annuities certain	3,587	1,926,055	7,776,617
Temporary annuities	555	127,700	554,471
Total vested	73,997	37,272,532	374,963,576
Deferred contracts and certificates	306,338	—	613,816,199
Death benefit by instalments	—	—	338,773
Advance premiums	—	—	167,391
Totals	380,335		989,285,939

TABLE 4—Vested annuity contracts, single life only, in force on March 31, 1957

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	25,175	38.3	38.3
$300 and less than $600	15,930	24.3	62.6
$600 and less than $900	11,414	17.4	80.0
$900 and less than $1200	3,882	5.9	85.9
Exactly $1,200	8,207	5.9	85.9
Over $1200 *	1,044	1.6	100.0
Totals	65,652	100.0	—

* Including annuities reducing to less than $1,200 at age 70.

(B) By Sex and Age of Annuitant

	Male		Female		Total		
Age Attained	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	351	1.1	599	1.9	950	1.5	1.5
40–49	700	2.1	1,087	3.3	1,787	2.7	4.2
50–59	2,066	6.2	3,448	10.6	5,514	8.4	12.6
60–69	12,315	37.2	11,110	34.1	23,425	35.7	48.3
70–79	14,519	43.9	11,301	34.7	25,820	39.3	87.6
80–89	2,939	8.9	4,498	13.8	7,437	11.3	98.9
90 and over	199	.6	520	1.6	719	1.1	100.0
Totals	33,089	100.0	32,563	100.0	65,652	100.0	—

Special Services

The Special Services Branch was organized as a distinct and continuing unit in 1950 to handle projects which develop from time to time and which do not fall within the purview of other Branches of the Department. The main programs for which the Branch was responsible during the fiscal year 1956-57 were as follows:

1. The Federal-Provincial Farm Labour Program.
2. Organized movements of workers between Canada and the United States.
3. Organization and development of the program to stimulate winter employment.
4. Reception and distribution of certain immigrant workers.
5. Administration of federal-provincial agreements respecting assistance to indigent immigrants.
6. Recruitment and counselling of prospective immigrants.
7. Liaison with associations and employers in the forest industries in regard to their manpower problems.

Federal-Provincial Farm Labour Program

To assist the provinces in carrying out their farm labour programs, agreements covering operations for the fiscal year 1956-57 were entered into with each of the provinces except Newfoundland. Under the agreements, the Federal Government and the provinces shared expenses incurred in organizing the more efficient use of manpower in agriculture and in recruiting, transporting and placing workers on farms and in related industries. The amounts allocated to the provinces under these agreements were: Prince Edward Island, $5,000; Nova Scotia, $10,000; New Brunswick, $7,000; Quebec, $25,000; Ontario, $48,000; Manitoba, $20,000; Saskatchewan, $45,000; Alberta, $60,000; and British Columbia, $30,000.

As in previous years, it was necessary to move large numbers of workers within the provinces to meet seasonal requirements. Included were workers for small fruit picking, truck gardening and canning crops, sugar beet growing, tobacco harvesting, tree fruit harvesting, potato picking, and hay and grain harvesting.

When the demand for farm workers could not be met within a province, arrangements were made to move workers between provinces. Details of the organized interprovincial movements are set out in the following table:

TABLE 1—Interprovincial Farm Labour Movements During the Fiscal Year Ended March 31, 1957

Type of Movement	From	To	Number of Workers
Hay Harvesters	Prairies	Ontario	40
Hay Harvesters	Maritimes	Ontario	424
Grain Harvesters	Ont., Quebec	Prairies	684
Fruit Pickers (Students)	Quebec	Ontario	26
Potato Pickers	N.S., N.B.	P. E. Island	379
Sugar Beet Thinners	Saskatchewan	Alberta	284
Sugar Beet Thinners	Quebec	Ontario	133
Tobacco Workers	Quebec	Ontario	388

Immigration, as in recent years, was an important factor in meeting farm labour requirements. During the calendar year 1956, 7,500 immigrants of working age and classified as agricultural workers were admitted to Canada.

Farm Labour Conference

Officials concerned in the administration of the Federal-Provincial Farm Labour Program meet annually at Ottawa to review the year's operations and to make plans for meeting labour requirements in agriculture and related industries during the coming year. The 14th Federal-Provincial Farm Labour Conference was held in Ottawa December 5, 6 and 7, 1956, and was attended by representatives from all provinces except Newfoundland, head office and regional officials of the National Employment Service, and officials of the Federal Departments of Citizenship and Immigration, Agriculture and Labour. Representatives of the Canadian Federation of Agriculture, the United States Employment Service, the International Labour Office, the Canadian National Railways and several embassies in Ottawa also attended.

Organized Movements of Workers Between Canada and the United States

The shortage of woods labour in the northern New England states and the availability of skilled woods workers in the border areas of Quebec and New Brunswick led to an arrangement during the war years whereby Canadian woods workers could be recruited by approved American employers under a quota arrangement. This arrangement has been continued in the post-war years, with changes considered necessary in the agreement being worked out between the Department of Labour of Canada and the United States Department of Labor. The present quota stands at 9,000. Applications for Canadian woods workers are cleared by United States immigration and Department of Labor authorities after they have established that United States workers are not available in the numbers required. Allocations are then made in accordance with the agreement.

In 1956, after lengthy negotiations with employers and United States officials at federal and state levels, arrangements were made with United States officials concerned whereby in states where workmen's compensation coverage is not compulsory, employers' applications for Canadian woods workers are not approved unless Workmen's Compensation or insurance coverage is provided.

The numbers of Canadian woods workers employed in the United States on specified dates during the period 1949 to 1956 were as follows:

TABLE 2—Numbers of Canadian Woods Workers Employed in the United States at Four Specified Dates During the Years 1949 to 1956 inclusive

	March 1	June 1	September 1	December 1
1949	4,050	2,150	2,150	1,900
1950	1,800	2,400	2,950	5,500
1951	5,848	4,570	6,324	7,495
1952	5,825	4,950	4,750	4,525
1953	4,100	3,670	3,848	4,875
1954	3,996	3,589	3,414	4,742
1955	3,833	4,893	5,978	7,548
1956	6,162	4,810	6,444	6,687

There is a very high turnover on these woods operations in the United States and men are crossing the border almost continuously to take jobs. Therefore, the figures shown in Table 2 do not represent the total number of men who have been employed.

For many years, there have been seasonal movements of various classes of agricultural workers to and from the United States, such as the movement from Quebec and New Brunswick to assist in the harvesting of potatoes in Maine, and the movement of tobacco curers from the United States to Quebec and Ontario. In recent years these movements have been placed on an organized basis through agreement with the United States authorities. Particulars of such organized movements between the United States and Canada during the fiscal year are shown in Table 3.

TABLE 3—Movements of Farm Labour Between Canada and the United States during the Fiscal Year Ended March 31, 1957

Type of Movement	From	To	Number of Workers
Potato Pickers	Que., N.B.	Maine	6,065
Potato Pickers	Quebec	New York State	35
Maple Sugar Harvesters	Quebec	New England States	400
Bean Harvesters	New Brunswick	Maine	250
Tobacco Workers	Southern States	Ont., Que.	4,000
Apple Pickers	Quebec	New York State	75
Potato Planters	New Brunswick	Maine	137

Stimulation of Winter Employment

The Working Committee, composed of officials of the Department and the Unemployment Insurance Commission, set up in 1954 to explore ways of increasing winter employment, held ten meetings during the year. This committee worked closely with the National Employment Advisory Committee.

The Interdepartmental Committee on Winter Employment constituted as a result of the Cabinet directive on Winter Employment, was active during the year. This committee is composed of senior officials of the Departments of Defence Production, Finance, Labour, National Defence, Public Works and Transport, the Unemployment Insurance Commission, Central Mortgage and Housing Corporation, and Defence Construction (1951) Limited. It has set up separate sub-committees to deal with new construction, maintenance and repair of buildings, other structures, and equipment, procurement and measurement of results. Through the main committee and its sub-committees liaison officials in all federal government departments and agencies are kept advised of committee activities and supplied periodically with information which might help them in efforts to provide more winter employment.

The secretariat for the Winter Employment Working Committee, the Interdepartmental Committee on Winter Employment and three of its sub-committees is provided by the Special Services Branch.

Provisions for Increased Winter Employment

All federal government departments and agencies concerned with construction now have provisions in their specifications designed to ensure a maximum amount of winter work. Maintenance, repairs and alterations are now carried out wherever feasible during the winter months. All requisitions for expenditures of $25,000 or more or which call for three months production receive special attention and orders are placed so they will have a maximum effect on winter employment.

The Joint Committee on Wintertime Construction, formed by the Canadian Construction Association to examine the seasonal problem in the construction industry and stimulate action to increase winter employment, was also very active and was responsible for activities aimed at reducing winter unemployment in the construction industry from coast to coast.

Educational efforts to encourage more winter employment were continued on a national scale and at an increased tempo. They again included radio and television broadcasts, newspaper articles and paid publicity. Much of this effort was designed to assist local campaigns which were carried out by the National Employment Service offices and their Advisory Committees.

Officials from the Special Services Branch visited provincial governments at intervals to discuss with them ways of increasing winter employment. Visits were also made periodically to national organizations such as the Canadian Manufacturers' Association, the Canadian Federation of Mayors and Municipalities, the National Home Builders Association and the Labour Congresses. The railways were also visited in order to ensure their co-operation in winter employment efforts and some of the chartered banks were encouraged to draw attention in their advertising to the availability of home improvement loans for carrying out work during the winter months.

Reception and Placement of Immigrant Workers Who Come Forward in Group Movements

Immigration to Canada during the fiscal year 1956-57 was somewhat higher than in the previous year. The number of immigrants who came forward in group movements during the year was 1,805, of whom 1,416 were domestic workers. The remainder were placed in agricultural employment.

An experimental movement of 100 domestic workers from the British West Indies was carried out during 1955-56. This movement was highly successful and during 1956-57 234 domestics from the British West Indies were brought to Canada. Of these, 30 came from Trinidad, 30 from British Guiana, 134 from Jamaica and 40 from Barbados. The occupational suitability of the workers was determined by the authorities in the British West Indies and selection was made in accordance with standards laid down by the Government of Canada. In most cases, the workers provided their own transportation but in some instances transportation was advanced by Canadian employers. The majority of these domestic workers were placed in Eastern Canada but a few were placed with employers in Western Canada, who advanced transportation from port of entry to place of employment.

Employers requesting the services of workers brought forward in group movements agree to provide employment for at least twelve months at wages and other working conditions not less favourable to the worker than those which apply to similar classifications of employment in the district. The workers agree to accept the employment for which they are selected or such other employment as may be arranged for them by an authorized representative of the federal Government and to remain in such employment for a period of at least twelve months.

Handling of Group Movements

Wherever possible workers coming forward in group movements are sent directly from the port of entry to their final destination. It is desirable, however, in the case of some categories of workers, including those for placement in domestic work, to have employment officers in Canada interview the individuals prior to final placement. To provide temporary accommodation and a suitable place for interviewing and counselling, the Department of Labour continued to operate its hostel at St. Paul l'Ermite, Que.

Since the inception in 1946 of group movements, 95,043 immigrants have come to Canada in group movements and have been placed in employment through the National Employment Service and the Department of Labour; of the total, 33,432 were farm workers; domestic workers numbered 23,622, including both single girls and married couples. Table 4 shows the numbers of workers in the various occupational classifications who came forward in group movements for each of the fiscal years from 1947 to 1957.

Assistance to Indigent Immigrants

The Special Services Branch continued to administer the federal-provincial agreements respecting hospital, medical and welfare assistance to indigent immigrants during their first year in Canada.

TABLE 4—Workers Brought to Canada in Group Movements by Fiscal Years

Classification	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	1956-57	Total
Woodsworkers	3,472	1	10	887	2,639	.....	.....	.....	.....	.....	7,009
General Labourers	.....	1,106	13	1,636	3,969	161	264	228	.....	.....	7,377
Miners	1,003	1,964	957	649	1,606	.....	.....	.....	.....	.....	6,179
Farm Workers											
Single Male	1,651	2,828	1,602	1,272	3,519	2,268	2,448	332	176	264	16,360
Couples	.....	356	690	290	534	80	478	26	16	8	2,478
Families*	.....	5	118	86	196	48	166	16	2	2	639
Sugar Beet Workers	.....	.....	233	245	26	.....	.....	.....	.....	.....	504
Sugar Beet Families	.....	772	1,138	704	1,185	1,073	1,506	466	367	115	7,326
Special Church Groups	.....	.....	340	532	969	832	405	181	.....	.....	3,259
Construction											
Hydro	251	1,797	452	.....	.....	.....	.....	.....	.....	.....	2,500
Track Maintenance	390	1,741	251	298	890	925	1,142	600	.....	.....	6,237
Other	.....	248	13	.....	.....	.....	.....	.....	.....	.....	261
Manufacturing											
Metal	207	159	10	.....	.....	.....	.....	.....	.....	.....	376
Textile and Apparel	867	2,065	432	38	256	.....	.....	.....	.....	.....	3,658
Boot and Shoe	.....	98	10	14	11	.....	.....	.....	.....	.....	133
Other	.....	67	74	.....	.....	.....	.....	.....	.....	.....	141
Services											
Domestics	1,721	6,073	1,307	625	1,337	1,802	3,318	1,814	1,047	1,416	20,460
Domestic Couples	82	418	700	476	862	14	224	68	2	.....	2,846
Widows with Children	.....	94	104	24	43	.....	1	5	.....	.....	271
Restaurant Workers	.....	.....	13	21	11	.....	.....	.....	.....	.....	45
Nurses	.....	45	21	3	8	.....	.....	.....	.....	.....	77
Miscellaneous	.....	789	1,779	637	826	.....	.....	.....	.....	.....	4,031
Totals	**9,644**	**20,626**	**10,267**	**8,437**	**18,887**	**7,203**	**9,952**	**3,736**	**1,610**	**1,805**	**92,167**

*Figures represent family units. Figures shown in all other categories represent total number of individuals.

Recruitment and Counselling of Prospective Immigrants

To provide facilities for Canadian employers wishing to recruit workers from the United Kingdom, the Department, in cooperation with the Unemployment Insurance Commission, maintained a staff working under the direction of the Director of Immigration Service in London, England. The service provided by this staff was in effect an extension of the coast-to-coast clearance system of the National Employment Service in Canada and was improved in 1957 by the addition to our staff of a senior executive and professional officer who is mainly concerned with the recruitment of professional and technical personnel. Under this arrangement, Canadian employers who are unable to obtain the workers they require within Canada may place their orders "in clearance" to the London office. In some cases the employer sends a representative to the United Kingdom to make the final selection following preliminary screening by the Department. In other cases employers rely on department officers to make the final selection.

Another function of the staff in London is to co-operate with the officers of the Department of Citizenship and Immigration in providing a counselling service for prospective immigrants who are seeking information concerning employment prospects and working and living conditions in Canada.

Woods Labour

In view of the importance of forestry as a basic primary industry and its close association with agriculture in regard to manpower, the Special Services Branch maintains close liaison with associations and individual employers in the forest industries with particular reference to their manpower problems.

To provide an adequate supply of workers for the forest industries, it has been necessary at various times since 1945 to carry out special campaigns in co-operation with the industry to encourage workers to take employment in the woods during the winter cutting season, and to bring forward immigrant workers selected in Europe for woods work.

Employment in the industry during the 1956 season was somewhat below 1955 levels and there was little difficulty in meeting the demand for woods labour except in a few remote areas.

Economics and Research Branch

The Economics and Research Branch serves as the central federal agency for economic analysis and research in the labour field. The Branch undertakes studies on wages and working conditions, union organization, collective bargaining, manpower utilization, employment and unemployment, productivity, and occupations, among other subjects.

Basic information for these studies is obtained from regular and special surveys of employers and unions and from government and other statistical research agencies. Some of the survey and analytical work is carried out in close co-operation with other government agencies, including the Dominion Bureau of Statistics, the Unemployment Insurance Commission, and Central Mortgage and Housing Corporation.

The results of the analysis of survey data and of research studies are made available to labour and management, to the United Nations and the International Labour Office, to other government agencies and to the public, through *The Labour Gazette* and various regular and special reports issued by the Branch.

The work of the Branch falls into two broad fields—labour-management relations and manpower.

The Labour-Management Division comprises four sections: the Wages Section, which obtains information on wages and hours of work in industry; the Working Conditions and Social Analysis Section, which compiles data on conditions of work and other matters affecting employees; the Collective Bargaining Analysis Section, which examines the extent of union organization in industry, collective bargaining, and the provisions of collective agreements; and finally, the Research and Development Section, which was recently established to develop new areas of research and to carry out *ad hoc* analytical projects.

The Manpower Division also comprises four sections: the Research and Development Section, which co-ordinates research work done in the Division and develops new areas of research; the Employment and Labour Market Section, which analyzes present and future manpower requirements and supplies and studies special aspects of employment, including productivity, mobility and seasonality; the Occupational Analysis Section, which prepares the "Canadian Occupations" series of publications and filmstrips, and occupational wage-reporting schedules, and performs basic research in the field of skilled manpower resources; and the Professional Manpower Section, which maintains a register of engineers and scientists, prepares bulletins based on information obtained from the register, undertakes research in the field of professional manpower, compiles reports for the ILO, and deals with special subjects.

Wages

The annual survey of wage rates and standard hours of labour, currently covering some 14,000 establishments, was made as usual on October 1. Information obtained from this survey is published annually in the bilingual report, *Wage Rates and Hours of Labour in Canada.* The 38th edition of this report,

covering the 1955 survey, was prepared during the year. It provides statistical information on average wage rates and the predominant range of rates by occupation, industry, region or city, as well as index numbers of average wage rates by industry, including a general index for all industries. For the first time, a supplementary report was issued giving more detailed data on salary rates for the more common office occupations in manufacturing industries in some 40 cities across Canada.

During the year, steps were taken to improve the quality and usefulness of the wage statistics, and a loose-leaf binder service was introduced for the 1956 survey. Subscribers to the service will receive statistical tables for individual industries as they become available. By the end of the year more than 1,200 subscriptions had been received and the first issue of material had been distributed by the Queen's Printer.

Articles on wage rates based mainly on data obtained from the 1955 survey were published in *The Labour Gazette* before publication of the complete wage report. The Branch issues an annual report on *Wages and Hours in the Primary Textiles Industry* and the 1955 report was published during the year.

The Branch continued to assist certain provincial departments of labour in collecting and processing wage data.

The results of two sample surveys of general changes in wage rates, covering a period from October 1955 to October 1956, were also published in *The Labour Gazette*.

A large and increasing volume of wage enquiries from employers and labour unions was handled by the Branch. Replies were also prepared for enquiries from government departments, research organizations and the International Labour Office.

Working Conditions

Questionnaires requesting information on various aspects of working conditions are sent out each April to approximately 14,500 employers, each having 15 or more employees. As a result of this annual survey, information is obtained on such conditions of work as standard daily and weekly hours, annual paid vacations, statutory holidays, pension and insurance plans, rest periods, and group hospital-medical insurance plans. Many articles based on the surveys were published in *The Labour Gazette* during the fiscal year.

The Branch made considerable progress in its co-operative endeavour with the provincial workmen's compensation boards towards compiling statistics on industrial injuries based on a nationally uniform method of reporting. It is hoped that in the near future nation-wide statistics on industrial injuries, fatal and non-fatal, will be available to the public for a number of industries. For many years, reports on industrial fatalities have been published on a regular basis in *The Labour Gazette*.

In addition to *The Labour Gazette* articles, tables were published on working conditions in various industries. These tables were mimeographed and made available to interested parties upon request. Data on working conditions in

retail trade were compiled for the principal Canadian cities. Special enquiries from employers, unions, research organizations, government agencies and departments were dealt with as they arose.

Labour Organization in Canada

The *46th Annual Report on Labour Organization in Canada,* now being prepared, is based on information obtained from questionnaires sent to all unions and their locals during the first three months of the year. The report presents statistical information on labour organization and incorporates a directory of such organizations, showing membership figures, affiliations, the names and addresses of officials, and the names of official publications. The extent of union membership among employees in various Canadian industries has been studied, and an article based on some of this research appeared in the 45th Annual Report.

Collective Bargaining

Each month a section on collective bargaining is included in the "Current Manpower and Labour Relations Review" appearing in *The Labour Gazette.* This section describes significant negotiations that are underway and important agreements that have been reached, as well as the larger strikes and lockouts. A recent innovation is a table summarizing all current collective bargaining situations in the country involving 1,000 or more employees.

Since its inception in 1900, the Department has maintained records of strikes and lockouts in Canada. Monthly statistics are published in *The Labour Gazette* on the duration of strikes and lockouts, their cause and how they were settled. A review for each calendar year is published as early as possible in the year following.

Collective Agreements

The Branch obtains copies of as many Canadian collective agreements as possible; at present more than 7,000 current agreements are on file. The number of workers under agreement in 1955 was approximately 1,562,000. A number of analytical studies of these agreements was prepared during the year and many of them appeared in *The Labour Gazette.*

Royal Commission on Canada's Economic Prospects

During the year, a comprehensive report was prepared for the Royal Commission on Canada's Economic Prospects entitled "Canada's Resources of Skilled and Professional Manpower". This report outlined the employment trends of the past ten years, analyzed the changing requirements for skilled and professional workers during that period, discussed the main sources of supply and their contributions during the past decade and described the outlook for requirements and supplies during the next ten years. A preliminary edition of the report (180 pages) was made available to the Royal Commission in 1956. The final report will be published in 1957 by the Commission as a separate study.

A separate brief entitled "Immigration and the Canadian Economy" and a memorandum on the projection of labour force participation rates, by age and sex, to 1985, were prepared for the Royal Commission. The contribution of

immigration to Canada's resources of skilled and professional manpower was discussed in the comprehensive report to the Commission; in order to deal with this subject satisfactorily, a special study of the occupational characteristics of postwar immigrants was undertaken in co-operation with the Department of Citizenship and Immigration.

A memorandum on international trade unions and material on international wage comparisons were also prepared for the Royal Commission.

Requirements for and Training of Skilled Manpower

Following a recommendation made by the Canadian Vocational Training Advisory Council in February 1956, the Economics and Research Branch collaborated with other Branches of the Department and with other Departments and agencies of the Government in developing a program of research on the training of skilled and technical manpower in Canada. The overall program was designed to obtain information on the changing requirements for skilled manpower in Canadian industry and occupations, to assess the available supplies of manpower and to review the facilities for training skilled workers. During the summer of 1956, the Branch, with the help of six university personnel, undertook field enquiries on:

1. technological and other changes occurring in selected manufacturing industries (electrical and electronic products, heavy industrial machinery, aircraft and some chemical and automobile firms) and their effects on skilled manpower requirements and training, particularly in Ontario and Quebec;

2. requirements for, recruitment and training of, technicians; and

3. ways in which qualified workers in selected occupations (senior draughtsmen, electronic technicians, tool and die makers, sheet metal workers and floor moulders) have acquired their skills.

A survey was made in April 1956 in conjunction with the Branch's working conditions survey to obtain more extensive information on the number of skilled tradesmen in industry, the extent of organized plant training programs for skilled tradesmen and the ways in which firms were meeting their requirements for these workers. A preliminary report on the results of the survey was issued in March; the final report, which will be published in booklet form, is in preparation.

A survey of 125 establishments having organized plant training programs, previously conducted in 1952, was again carried out in January 1956, in order to assess some of the major changes that had occurred in this area. Work was well advanced in analyzing the returns gathered in a special survey conducted in the summer and fall of 1956 to determine how workers acquired their skills in five selected occupations.

Employment and the Labour Market

The over-all employment and unemployment situation and developments at regional and local levels were analyzed on a current basis throughout the year. More specifically, the economic factors affecting requirements and supplies of different types of labour were analyzed, the sources of growth in labour supplies and their sufficiency or otherwise were examined and future trends were forecast.

Most of the information obtained and the conclusions reached in these fields were published each month in the "Current Manpower and Labour Relations Review" section of *The Labour Gazette*. In addition, monthly press releases based on these studies were prepared and issued in co-operation with the Dominion Bureau of Statistics and the National Employment Service. Special confidential statements on the employment situation and particular aspects of it were prepared every fortnight for senior government officials.

The analysis of probable future employment developments took two forms:

1. An assessment of the employment expectations of a sample of establishments in manufacturing and in selected non-manufacturing industries (A confidential report on this subject, "Employment Forecast Survey" was sent quarterly to senior government officials);

2. An analysis of the general employment and unemployment outlook, based on economic developments, prepared each spring and autumn and made available to senior government officials.

Reports on layoffs in Canadian industry were also prepared monthly.

In addition to the regular reports on the manpower situation, a number of articles were prepared for publication in *The Labour Gazette*. The most important of these were: *The Construction Industry in Canada,* June 1956; *Seasonal Employment Fluctuations in the Building Industry in Scandinavia,* November 1956; and *The Logging Industry in Canada,* January 1957.

Replies were prepared to numerous enquiries from the public and to questionnaires received from specialized agencies of the United Nations.

Occupational Analysis

The Branch continued to prepare and publish monographs and pamphlets in the "Canadian Occupations" series. Each monograph involves research into an occupation or group of related occupations with respect to historical development, nature of the work, entrance requirements, training, advantages and disadvantages, opportunities and trends in employment. This series of booklets is distributed through a co-operative arrangement with provincial departments of education. It is designed to help meet the demand for current information on occupations from teachers, vocational guidance counsellors, employment service officers, directors of personnel, union officials, workers moving to other occupations, immigrants and, most of all, from youth faced with the need to select an occupation.

Three new monographs, in English and French, were released during the year: *Careers in Home Economics; Occupations in the Aircraft Manufacturing Industry;* and *Careers in Construction.* Revised editions of five monographs were issued in English and French: *Painter; Plumber, Pipe Fitter and Steam Fitter; Printing Trades; Motor Vehicle Mechanic;* and *Foundry Worker.* A number of other monographs were in the process of revision.

Numerous enquiries for occupational information were received during the year from individuals in Canada, the United States and countries overseas.

In collaboration with the National Film Board, work continued on the production of occupational filmstrips based on the titles in the "Canadian Occupations" series and providing a visual presentation of the material contained in these publications. Three filmstrips were released during the year: *Careers in Home Economics; Motor Vehicle Mechanic;* and *Mining Occupations.* Work on two, *Draughtsman* and *Careers in Construction,* was nearing completion and a filmstrip on *Machine Shop Occupations* was in preparation. The filmstrips are available in both English and French.

Work was continued on wage-reporting schedules used in conjunction with the annual survey of wage rates and hours of labour. Each schedule covers a particular industry and contains brief descriptions of selected occupations that are considered representative of the industry. During the year, nine additional schedules were completed, bringing the total in use to 75. The purpose of the schedules is to achieve a more uniform reporting of wage rates by occupation. In preparing a schedule, representative establishments in an industry are consulted regarding adequacy of occupational coverage and descriptions.

Professional Manpower

The register of scientific and technical personnel in Canada was maintained during the year and plans for a new system of surveying one-third of all registrants each year were virtually completed. It is expected that the new system will make the available data on Canadian scientists and engineers more up-to-date and useful.

A survey was made in 1956 of industry, universities and federal and provincial governments to ascertain their expected requirements for professional workers during the next three years. This survey has been made biennially but until 1956 covered industry only. Additional purposes of the survey were to learn from employers of professional staff what difficulties they had in recruiting professional personnel, the effects of shortages on their operations and the main sources from which they obtained professional workers. A report on the findings of this survey, entitled *Requirements of Professional Manpower, 1956-1958* was published in January 1957. The large demand for this report has made a reprint necessary.

One *Technical Personnel Bulletin* was issued during the year entitled "Women in Science and Engineering". These Bulletins are circulated to members of government departments, persons in industry and education, provincial educational departments and counselling services, the universities and other organizations in Canada and abroad.

A preliminary report on Canada's resources of engineering and scientific manpower was prepared for the National Conference on Engineering, Scientific and Technical Manpower, held at St. Andrews, N.B., in September 1956. A final edition of this report is being prepared for publication.

The Branch played an active part in the preparations for and the discussions at the Second Meeting of the Advisory Committee on Professional Manpower held in Ottawa in October 1956. The Committee, first convened by the Department in February 1956, has a dual purpose: to serve as a forum for the exchange of ideas and opinions on professional and scientific manpower, and to act as a

consultative body to assist the Department in its work in this field. The members of the Committee represent professional associations and government departments and agencies interested in professional manpower. Reports on both the October meeting and on the first meeting of the Council in February, were prepared for distribution among the participants, and articles on both meetings appeared in the April and December issues of *The Labour Gazette.*

A report was also prepared in reply to a questionnaire from the Organization for European Economic Co-operation on "Shortages and Surpluses of Highly-Qualified Scientists and Engineers".

Employment of Women

The Branch assisted the Women's Bureau in planning and conducting a special survey of married women workers, and during the year analyzed the results obtained and began the preparation of a first report for publication. Assistance was also given in the preparation of a handbook entitled *Women at Work in Canada.* The English and French editions were published towards the end of the year.

The Older Worker

As an outgrowth of its membership on the Interdepartmental Committee on the Older Worker, the Branch did a considerable amount of work on two projects concerned with the older worker. An interdepartmental sub-committee, under the chairmanship of an officer of the Branch, continued to study the effects of industrial pensions on the hiring and retention of older workers in industry. The other project was a study of the relationship between the age and job performance of sales personnel in retail trade. In this study, an attempt is being made to assess the relative performance of sales clerks in different age groups, in terms of their sales records, and their susceptibility to turnover and absenteeism.

Special Projects

The sixth edition of *Working and Living Conditions in Canada* was published in December 1956. Distribution of the booklet was extended to include not only immigration officials but persons interested in emigrating to Canada. French, Hungarian, German and Dutch editions were in preparation.

The Branch prepared four reports for discussion at Industrial Committees of the International Labour Office as well as a report for the sixteenth issue of the ILO *Year Book of Labour Statistics* and one on ILO Convention No. 63 concerning statistics of wages and hours of work.

In addition to its regular survey activities, the Branch undertook a number of special studies dealing with labour-management relations during the year.

Considerable progress was made in developing statistics on the conciliation of industrial disputes within the federal and provincial jurisdictions. A committee of the Canadian Association of Administrators of Labour Legislation set out the form in which these statistics should be reported, and data for 1956 were received from most of the provinces.

The Branch continued to carry out the administrative work of the Labour Department-University Research Program and to supply advice and assistance to persons engaged in the research projects developed as part of the program. In co-operation with Canadian universities, grants are made available to faculty members and post-graduate students to enable them to undertake studies of labour-management relations. Applications are reviewed by a joint Labour Department-University Research Committee, and upon its recommendations, the grants are made available to those universities in which the research is being carried out. During 1956, grants were authorized for four new projects, bringing to 26 the total number of studies undertaken as part of the program since 1951. In the past year, two of these were published in book form and another was published earlier. Several others are now in the hands of the publishers.

The Labour Gazette

As the official journal of the Department, *The Labour Gazette* continued during the fiscal year—its 57th year of publication—the policy established when it was founded in 1900 of reporting objectively and factually events and trends in labour and industry, and of publishing accurate statistical and other information relating to labour conditions.

The Labour Gazette regularly publishes material on those subjects that are within the Department's jurisdiction or field of interest. These include conciliation proceedings, vocational training, farm labour, activities of the International Labour Organization, rehabilitation of disabled persons, proceedings before the Canada Labour Relations Board, and women in industry. It also publishes regular reports on other subjects of interest to Canadian labour, such as manpower, labour legislation, employment and unemployment, immigration, wages and hours of labour, price trends and cost of living, industrial relations, industrial disputes, collective agreements, industrial accidents, employment and training of youth, unemployment insurance, and activities of provincial departments of labour and workmen's compensation boards.

Special Articles

Articles on the economic and social aspects of labour problems, many of which were prepared by the Economics and Research Branch, also appeared in various issues during the year. Special articles were: "Automation—What it Means to You . . ." in the May issue, "First Constitutional Convention of the Canadian Labour Congress" in the June number, "Ontario Labour Relations Act Criticized" in August, and "The St. Lawrence Seaway and St. Lawrence Power Projects" in the December issue.

The annual industrial relations conferences at McGill and Laval Universities, the annual conventions of the principal labour organizations in Canada, the United States and Great Britain were comprehensively reported, as also were the briefs submitted to federal and provincial governments by various labour bodies. Reports were published of the annual meetings of the Canadian Manufacturers' Association, the Canadian Chamber of Commerce and the Canadian Construction Association.

Circulation Data

The average monthly circulation of *The Labour Gazette* during the fiscal year was 12,723 (10,459 in English and 2,264 in French). Of this number, the average monthly paid circulation was 5,007 (4,250 in English and 757 in French) and the average monthly complimentary circulation was 7,716 (6,210 in English and 1,506 in French). The English circulation was 40.6 per cent paid; the French circulation, 33.4 per cent paid.

The subscription rate remained: $2 a year for Canadian subscribers, with a special rate of $1 a year to groups of five or more for trade union locals, students, and companies wishing to subscribe for their staffs; and $4 a year outside Canada. A limited number of bound volumes, with a classified index, are available to subscribers at $5 a volume in Canada and $7 in other countries.

The condensation of press stories and editorials for distribution to officials of the Department, under the name of "Labour News Digest", continued to be issued as a daily summary. The Branch continued the supervision of the Department's press clipping bureau.

Information and Publicity

The Information Branch provides a wide variety of information and publicity services for the Department, the Unemployment Insurance Commission and the Canada Labour Relations Board. This is in line with the policy of the Department to keep the public and the press fully informed on the legislation it administers, as well as on the activities of all federal agencies in the labour field.

The duties of the Branch include press liaison services for the National Advisory Committee on the Rehabilitation of the Disabled, the Canadian Vocational Training Advisory Council, the National Apprenticeship Advisory Committee, the Federal-Provincial Farm Labour Conference, and the National Employment Committee.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the year, 156 releases were issued. A one-page weekly bulletin, summarizing all news releases issued during each week was mailed to all weekly newspapers.

"2 Minutes of Employment Facts"

A brief digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in bulletin form, in English and French, was distributed on a monthly basis to employers and employer groups, leading trade unions, and others interested in the subjects covered. The total circulation, on a request basis, was about 30,000 for each issue. In addition, several thousand extra copies of certain issues were requested by interested groups, and some issues were used as pamphlets for distribution at labour conventions and other meetings.

Again during the year an advertising campaign was carried out to promote the sale of Canadian Government Annuities. The Branch was largely responsible for the design, lay-out and copy for these advertisements. It was also responsible for choice of media; this meant keeping the productivity of individual advertisements and various publications under constant review.

The Branch continued to co-operate with the Civilian Rehabilitation Branch in a program of publicity on behalf of rehabilitation and the employment of the handicapped. Press releases, broadcasts on "Canada at Work" and issues of "2 Minutes of Employment Facts" were used to outline the operation of the Federal-Provincial Rehabilitation Program and to promote the employment of handicapped persons. Material was provided to assist those local offices of the National Employment Service which organized an "Employ the Handicapped Week" in October. Screenings were continued of the film "Everybody's Handicapped", designed to widen the employment horizon for the disabled.

Rehabilitation Film

A new film entitled "Call it Rehabilitation" was completed and was ready to go into circulation at the end of the year. The scripts of the English and French versions were written in the Branch. The film will be used to arouse community interest in planning and local co-ordination of rehabilitation services.

The film is based on practical Canadian experience and suggests a general plan for a community rehabilitation organization. Intended for viewing by the general public as well as by specialists in the field, it recognizes that a successful community program needs active help and understanding from every group in the community and particularly from employers.

Exhibits were placed at labour congress conventions and other meetings to serve as distributing points for information material and to publicize generally the services available through the Department.

In keeping with the policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of accident prevention, distribution was continued of the series of safety films prepared in co-operation with the National Film Board under the general title, "Accidents Don't Happen—They're Caused". The seventh and most recent film in the series, "Early Handling of Spinal Injuries", was released in 1955. The Branch also assisted in a campaign to encourage safety in federal government departments and crown corporations.

The Department again assisted the National Film Board financially in the operation of an Industrial Film Preview Library, consisting of films selected by the Branch. Blocks of these films were distributed during the year by the National Film Board throughout the country, as a service to employers and to encourage the formation of community, industrial and trade union film councils.

The Branch continued to conduct liaison with other departments in all labour matters pertaining to veterans of the Armed Forces.

The Branch continued to co-operate in arranging publicity and information material in connection with the Canada Fair Employment Practices Act, to bring the existence of the legislation, and its spirit and intentions, to the attention of the public and particularly of employers in industries under federal jurisdiction. This has been done in a variety of ways, including the use of radio broadcasts and the circulation of posters and pamphlets. Thirteen radio programs containing original Canadian thinking in this field, originally produced in the "Canada at Work" series, were later printed in booklet form. The distribution of these booklets continued during the year.

Radio Broadcasts

The Branch produces the weekly radio program "Canada at Work" for broadcast over independent radio stations. In addition to collecting material, writing, editing, and distributing the program, the Branch recorded the bulk of the broadcasts with its own equipment. Broadcast regularly since 1942, "Canada at Work" brings current information on labour and related topics before the public. At the year's end the program was being carried weekly by 64 radio stations. In addition, 26 French language radio stations carried a series of nine broadcasts produced by the Branch on the main subjects covered by the regular English programs.

Broadcasts during the year dealt with such subjects as seasonal unemployment, rehabilitation of the physically handicapped, racial discrimination and fair employment practices, apprenticeship and vocational training, employment of

older workers, joint labour-management committees, women's employment, industrial safety, unemployment insurance and employment for university graduates. More than 20,000 scripts were sent in response to written requests.

Employment of Older Workers

The Branch co-operated with the Interdepartmental Committee on Older Workers, which has continued to study various phases of the problem of employment of older workers with a view to bringing facts useful to the solution of the problem before the public, and employers in particular. The Committee, established in 1953, is composed of representatives of the Departments of Labour, National Health and Welfare, Veterans Affairs and the Unemployment Insurance Commission. The Director of the Branch was chairman of this Committee, with another member of the Branch as secretary. Close liaison was continued during the year with employer, labour and welfare organizations.

A sub-committee made up of appropriate officials from several departments conducted a study of pension plans as an obstacle to the employment of older workers, and at the end of the year was preparing a report. In co-operation with the Canadian Retail Federation, arrangements were made for a survey of the retail industry in relation to the problem of the older worker. (See also page 40)

The Branch continued to keep the problem before the public during the year by liaison with newspapers and periodicals, radio broadcasts and continued distribution of a Branch report entitled "The Problem of the Older Worker". A departmental film called "Date of Birth", produced in 1950 and covering various aspects of the problem, was still being screened during the year for interested groups of executives and personnel officers.

Winter Employment

During the winter of 1956-57 the Department and the National Employment Service of the Unemployment Insurance Commission, in conjunction with the National Employment Advisory Committee, again organized a national program specially designed to increase employment for those out of work because of seasonal factors. The campaign had the endorsation and co-operation of the major employer and labour organizations and several other national bodies, including many women's groups. Liaison was also maintained with the appropriate provincial government department (see also page 29).

In support of the program a broad publicity campaign was organized. The first phase was designed to encourage individuals, organizations and business enterprises, especially on the local level, to plan for construction, maintenance or similar work well in advance so as to provide maximum employment in the winter months. The second phase, beginning in the second week of January, was designed to encourage home and business owners and others to have their inside construction, repair and maintenance jobs done at that time, when the construction industry was in its slack season and materials and skilled manpower were more readily available.

In addition to establishing liaison with national organizations actively supporting the publicity campaign, the Branch prepared and placed advertising in all daily and weekly newspapers and spot announcements on all radio stations during January. At the same time, a film trailer was circulated to all first-run

motion picture theatres and to television stations. Broadcasts stressing the theme of the campaign were produced in the "Canada at Work" radio series, and posters were produced and distributed in quantity to all localities where there was a local National Employment Office. Pamphlets and circular letters were also prepared to stimulate interest.

These national publicity activities were designed to give maximum support to local employment offices of the National Employment Service, and to Local Employment Committees, since the effectiveness of the campaign depended on the co-ordinated efforts undertaken by individual communities on their own behalf. The efforts at the federal level were necessarily limited and were planned as an introduction to what proved to be broad support by business and industry. In varying degrees, every town or city where there was an employment office saw an attempt to increase winter job opportunities. Preliminary reports from local offices available at the end of the year indicated that in advertising support alone, the number of newspaper page advertisements sponsored by local business and industry ran into the hundreds, and radio and television spot announcements into the thousands.

Labour Legislation

The general functions of the Legislation Branch, which is a research branch engaged in the study of labour legislation in Canada and other countries, have been described in previous reports. During 1956-57 the Branch reported all changes in labour Acts and regulations in Canada in the monthly Labour Law section of the *Labour Gazette*. Measures affecting some aspect of working conditions or employees' safety or welfare were passed in each of the ten provincial legislatures as well as in Parliament, with the result that a total of more than sixty new legislative measures were analysed and reported. In addition, almost a hundred new or revised orders under labour enactments were examined and summarized. Thirty-five court decisions considered to be of particular interest to labour were selected from the law reports or obtained directly from the courts and reviewed.

Bulletins on Various Subjects

A bulletin, *Provincial Labour Standards,* setting out in convenient form the minimum standards established under provincial labour laws, is issued each year. It sets out the standards in effect for compulsory school attendance and minimum age for employment, public holidays, weekly rest-day and annual vacations, and also the requirements of equal pay and fair employment practices laws. The minimum wage rates and the maximum hours of work or overtime pay requirements are given in tabular form for the main fields of employment, and the bulletin also contains tables of benefits under workmen's compensation laws.

Another annual bulletin, *Workmen's Compensation in Canada*, gives a detailed analysis of workmen's compensation legislation. It describes the principles common to the Acts and points out differences, as well as setting out in detail the benefits payable in each province to injured workmen or, in fatal cases, to their dependents. English and French editions of both bulletins based on the legislation in effect in December 1956 were prepared during the year.

Information on Legislation

The Branch, through the courtesy of provincial governments, obtains from the Clerks of the Legislative Assemblies copies of all Bills introduced as well as copies of *Votes and Proceedings* by means of which the progress of the Bills may be traced. Information on labour Bills is provided to government labour officials as a routine service, and information on any particular Bill is available to any interested person on inquiry. Information is also available on the content and progress of Bills of labour interest introduced in Parliament.

The Branch also provides a reference library service with respect to federal and provincial statutes and an historical file of regulations issued under federal and provincial labour laws.

Memoranda and Reports

During the year memoranda were prepared in answer to specific requests on a wide variety of questions relating to labour law from governments in Canada and abroad and from unions, business firms, students and others. Where a

question related to specific rights or obligations of an employer or employee under a labour enactment, the inquiry was referred to the administering authority. Because of the complexity of administration of labour laws in a federal state, considerable use is made of this referral service.

A number of reports were prepared during the year on various phases of labour law in Canada in connection with Canada's participation in the International Labour Organization and the United Nations. Among these were reports to the International Labour Office on the manner in which Canada's obligations under the Conventions on hours of work, minimum wages and weekly rest are carried out and on the extent of compliance with the Labour Inspection Convention, one of the unratified Conventions on which a report was required during the year. A report on legislation affecting human rights was prepared for publication in the Human Rights Yearbook published by the United Nations.

Canadian Association of Administrators of Labour Legislation

A member of the Branch serves as the Secretary-Treasurer of the Canadian Association of Administrators of Labour Legislation.

This Association, formed in 1938, is an organization of the federal and provincial departments of labour, and of boards or commissions administering a labour law. Its objects are to provide a medium for the exchange of information, to encourage the best possible standards of law enforcement and administration, and to bring about greater uniformity in labour legislation. The provinces pay an annual membership fee of $25. In addition to providing the services of a secretary-treasurer, the Department assumes the cost of reporting and publishing the annual proceedings for the use of the members.

Current Problems Reviewed

The Department and nine provincial departments of labour, the Unemployment Insurance Commission and one Workmen's Compensation Board were represented at the 15th conference of the Association in Fredericton, N.B., October 2 to 5, 1956. A review of legislative and administrative developments during the year, prepared and presented by a member of the Legislation Branch, served as the basis for discussion of current problems. The agenda also included fair employment practices and equal pay legislation, and problems arising out of the administration of various aspects of labour relations legislation including the effect of the merger of the Canadian labour congresses on certification orders. The conference also considered the economic and social implications of technological progress, which was the subject of an address by Charles D. Stewart, Deputy Assistant Secretary of Labor for Standards and Statistics in the United States.

During the year the third in a series of safety codes sponsored by the Association—*Code for the Guarding of Punch Presses at Point of Operation* (Z142—1957)—was published by the Canadian Standards Association. The Department and six provincial departments of labour were represented on the code development committee. Earlier standards published at the request of the Association are *Code of Practice for Window Cleaning* (1949) and *Safety Code for the Woodworking Industry* (1952).

The Library

The Library of the Department of Labour, established upon the formation of the Department in 1900, now contains a book collection of about 120,000 volumes. It serves as a source of information for the Department of Labour, government departments, employers, unions, students, and the general public. Constitutions and proceedings of all labour organizations active in Canada and similar publications from most of the Commonwealth countries, the United States and other countries, are on file. The Library also preserves copies of all publications of the Department, the International Labour Office, and many government documents pertaining to labour from other countries.

In the Cataloguing, Requisitions and Periodicals sections the work has kept pace with the steady demands on the Library.

There was a considerable increase in the number of local university students who used the Library. Seventy-eight visits were made by these students during the last three months under review.

Reference and Cataloguing

The Library continued its microfilming work of all Canadian labour papers and some selected American ones and an increase in sales was reported. Twenty-nine reels of microfilm were loaned and 2,238 ft. of new microfilm processed.

There was an increase in reference and circulation work due to added demands made upon the Library chiefly by industry, labour unions and students. Reference questions totalled 4,012; 1,250 persons visited the Library during the year to seek information and to do research work, and 2,518 new volumes were added. A total of 112 bibliographies were prepared.

Considerable help has been given to Department officials during the year in searching out and procuring material for the forthcoming history of labour in Canada.

A system of routing *Tables of Contents* of periodicals was inaugurated early in the year and it has proved very successful, resulting in more rapid and extensive circulation of new material.

Circulation statistics show that approximately 7,902 volumes and 1,979 periodicals were loaned during the year. Interlibrary loans totalled about 890. Book loans to non-government personnel may have to be curtailed due to difficulties in securing the return of such books, including the actual loss of books.

Government Employees Compensation

In the course of the year 16,585 federal employees or dependants filed claims under the Government Employees Compensation Act. Of that number, 462 claims were disallowed as ineligible. The net figure of 16,123 compared with 15,555 for the fiscal year 1955-56 and was the highest on record for the 38 years there has been legislation for the protection of employees injured while at work and dependents of employees who suffer fatal mishaps. The number of fatalities in the year was 25 compared with 22 in the preceding year.

There has been a year-by-year increase in the number of claims, which may be accounted for by the growth of government services, higher employment and a greater variety of work involving risks that were not common to the public service years ago.

The Act covers approximately 208,000 employees of Government departments and Crown corporations and agencies. These are assured of adequate medical and hospital care, if injured during the course of employment. Dependents of employees who lose their lives are eligible for pensions payable to widows for the remainder of their lives (or until remarriage) and to children up to the age of 18 years of age.

Provincial Scales in Effect

Benefits payable under the Act follow provincial scales. Thus an employee in Ontario would qualify for compensation as provided for in the Workmen's Compensation Act of that province and an employee in Alberta would receive the Alberta rate. Under a long-existing arrangement, the Workmen's Compensation Commission of Quebec and the Workmen's Compensation Boards of the other nine provinces deal with claims of federal employees and pay compensation and medical, hospital and other approved accounts from cash deposits maintained with each of these authorities. The Alberta Board also receives and processes claims of federal employees in the Yukon and Northwest Territories.

A basic provision of the Act is that the rate of compensation applicable is that of the province in which the employee is usually employed. Up to 1955 it was the province in which the accident happened. In return for the expert and co-operative service of the provincial bodies, the federal government shares in the total administrative cost of each based on the percentage relation of expenditure on federal employee cases to the gross expenditure.

The incidence of work accidents in the Public Service of Canada has been about one per 13 employees in recent years. Mainly, claims are for minor injuries described as "medical aid only" cases. These accounted for 64.14 per cent of the total in 1956-57 as against 66.02 per cent in 1955-56. The number of such approved medical aid only cases was 10,341 compared with 10,270 in 1955-56. The lost-time cases, involving varying durations of disability, accounted for 35.86 per cent of the total in 1956-57 and 33.98 per cent in 1955-56. The total for 1956-57 was 5,712 and for 1955-56, 5,285.

Net claims, lost-time cases including pensions, and coverage for the past five years were:

	Claims	Lost-time	Coverage
1952-53	14,201	4,633	185,597
1953-54	14,743	4,820	190,299
1954-55	15,333	5,148	203,000
1955-56	15,555	5,285	206,000
1956-57	16,123	5,712	208,000

In line with the practices of private industry, steps are being intensified to cope with the increasing number of work accidents in the Public Service. A number of departments are developing good safety programs and all the recognized measures are being taken to ensure that hazards are removed, accidents promptly investigated and appropriate remedial action initiated where necessary. By keeping their own records up-to-date, departments are able to note where the trouble spots are and to guide themselves accordingly.

Advertising Media

All the usual media are utilized: monthly posters, advertising and films, and a monthly bulletin issued by the Branch which contains the latest ideas on accident prevention work. During the year approval was given to the appointment of an experienced safety adviser to serve as liaison between the Department of Labour and other departments and Crown agencies. This is expected to be a most helpful move towards making working conditions less hazardous for government employees. It is, of course, true that in many departments the risk of accidents is small but there are some departments and branches of departments where the type of work carried on is just as hazardous and in some cases more so than in private industry. That is true of many types of research work, exploration in connection with national development, marine services, outside inspection services and other varied fields.

TABLE 1—Number of Accident Claims Made Under the Act, Fiscal Year 1956-57.

Province	Pension	Compen-sation	Full Salary	Medical Aid	Rejected	Fatal	Total
Newfoundland	....	52	51	221	3	1	328
Prince Edward Island	1	23	10	41	2	....	77
Nova Scotia	1	262	162	904	14	3	1,346
New Brunswick	3	93	67	273	14	1	451
Quebec	25	445	707	1,439	60	9	2,685
Ontario	4	708	1,081	4,262	216	6	6,277
Manitoba	....	128	130	529	21	2	810
Saskatchewan	1	98	115	323	9	....	546
Alberta	5	432	272	787	26	1	1,523
British Columbia	6	327	371	1,377	92	2	2,175
Yukon and N.W.T.	2	99	31	230	5	....	367
Totals	48	2,667	2,997	10,386	462	25	16,585

NOTE: In the above table, "Pension" is an award for a permanent disability: "Compensation" is money paid on an approved scale for a period of incapacitation due to an accident or occupational disease. Entries under "Full Salary" are cases where full salary was paid by the federal department or agency concerned during the time of lay-off in lieu of ordinary compensation; entries under "Medical Aid" refer to claims in which the period of disability was less than the provincial statutory waiting days periods but in which medical expenses were paid.

One of the specialized tasks of the Branch is the handling of third party cases: those in which non-government agencies or individuals are apparently responsible for accidents suffered by government employees. Through direct efforts of the Branch in 1956-57, 255 of these third party cases were dealt with and $33,300 was collected to cover cost of compensation and medical aid paid to the injured employees. In addition, many cases which could not be settled directly were processed for litigation through the Department of Justice.

TABLE 2—Statement of Disbursements Relative to Claims of Employees of the Federal Government During the Calendar Year 1956-57 and Federal Government Share of Administration Expenses Charged by Provincial Boards or Commissions for the Calendar Year 1956.

Province	Claims Disbursements Fiscal Year 1956-57	Administration Expenses charged by Provincial Boards of Commissions Year 1956	Total
Newfoundland	$ 28,777.69	$ 2,778.37	$ 31,556.06
Prince Edward Island	8,707.90	573.09	9,280.99
Nova Scotia	104,518.55	10,303.76	114,822.31
New Brunswick	39,944.66	4,442.46	44,387.12
Quebec	405,966.96	19,448.00	425,414.96
Ontario	530,346.99	63,300.62	593,647.61
Manitoba	72,648.37	7,774.01	80,422.38
Saskatchewan	61,512.17	6,296.38	67,808.55
Alberta	206,914.35	20,044.62	226,958.97
British Columbia	266,859.40	25,721.74	292,581.14
Payments respecting employees locally engaged outside Canada	92.31	.....	92.31
	$ 1,726,289.35	$ 160,683.05	$ 1,886,972.40

Merchant Seamen Compensation Act

Substantial increases in the scale of benefits under the Merchant Seamen Compensation Act were approved by Parliament, to be effective from June 1, 1957.

Under the Act, which functions for the protection of Canadian seamen on vessels engaged in foreign or home trade services,* the amount of annual earnings to be considered in the case of a work injury causing temporary total disability was raised from $3,600 to $4,500 and the amount of compensation payable from 66⅔ to 75 per cent of the ceiling. Thus a seaman whose claim is approved may receive compensation at the rate of $3,375 for a year or $281.25 a month, assuming earnings are equal to the statutory ceiling or more. Previously the ceiling and percentage provided a maximum of $2,400 for a year and $200 a month.

Increased Pension Rates

The pension for the widow of a seaman who loses his life while in employment was increased from $50 to $75 a month; this benefit is payable also to an invalid husband should his wife, employed on a vessel covered by the Act, lose her life. Monthly allowances for dependent children, if with one of the parents, were raised from $15 to $25 and for orphan children, from $25 to $35. The lump sum payable to the widow at time of death of a married seaman due to an accident while on duty was increased from $100 to $200.

These changes were made because of the steadily increasing benefits paid under provincial Workmen's Compensation Acts and having in mind, also, the current higher earnings of seamen.

The Merchant Seamen Compensation Board, which administers the Act, is composed of A. H. Brown, Deputy Minister of Labour, chairman; B. J. Roberts, Chairman of the National Harbours Board, vice-chairman; and Captain G. L. C. Johnson, Assistant Chief, Nautical and Pilotage, Marine Services, Department of Transport, member. The Secretary is the Director of the Government Employees Compensation Branch which looks after the detailed administrative work.

Employing Companies Subject to Act

Compensation and accounts for medical treatment and hospital care are paid by the employing companies through liability insurance which they are required by the Act to have in force to cover the risk.

During the past fiscal year there were 61 companies subject to the Act, employing between 3,500 and 4,000 seamen, totals which vary according to conditions. The Board received and dealt with 45 claims for compensation in the future. Since the Act came into force in 1946, more than 800 claims were made by seamen and disposed of by the Board.

*Does not apply where seamen are protected under a provincial Workmen's Compensation Act.

International Labour Organization

The Department of Labour is the official liaison agency between the International Labour Organization on the one hand and the Canadian Government, the employers' and workers' organizations, and the public of Canada, on the other. After World War II the expansion of ILO activities was such that the ILO Branch in the Department was set up to look after Canadian government participation in international labour affairs.

The International Labour Organization, established in 1919 by the Versailles Peace Treaties, is an inter-governmental agency whose purpose is to promote social justice in all countries of the world. Canada is one of 77 members of the ILO, which is a specialized agency of the United Nations. The ILO is democratically governed on a tripartite basis by representatives of the government, of the employers, and of the workers from each member nation.

Main Organs

The machinery of the International Labour Organization consists of three main organs:

(1) *The Governing Body,* which meets three times a year, is the executive council of the Organization. It maintains general supervision over the work of the International Labour Office and over the various Conferences and Committees.

(2) *The International Labour Conference* is a world assembly meeting yearly for consideration of labour and social problems. The Conference adopts Conventions and Recommendations based on careful fact-finding and discussion.

(3) *The International Labour Office* acts as secretariat, world research and information centre, and publishing house for the Organization. In the operational field, it assists member states by furnishing experts on manpower training and technical assistance.

Canada's Part in the Work of the I.L.O.

Canada aided in the establishment of the International Labour Organization in 1919 and has taken an active part in its work since that time. Canada is one of the ten countries of chief industrial importance which are permanent members of the Governing Body of the ILO. The Canadian Government member on the Governing Body is Dr. G. V. Haythorne, Assistant Deputy Minister of Labour. Canada also has a deputy employer member and a deputy worker member on the Governing Body.

Canada is represented at the Annual Conference of the ILO, at the triennial American Regional Conference and at other special conferences by tripartite delegations representing the Government, the employers and the workers of Canada. Similarly, tripartite delegations represent Canada at sessions of the eight industrial committees which convene every two or three years to discuss special problems of these industries: building, civil engineering and public works; chemical industries; coal mines; inland transport; iron and steel; metal trades; petroleum; and textiles. In addition, there are Canadian members on the following

ILO advisory committees: finance and administrative, allocations, indigenous labour, social security, occupational safety and health, recreation, women's work, juvenile employment, statistical experts, Joint ILO-WHO Committee on Occupational Health, and Joint ILO-WHO Committee on Hygiene of Seafarers.

Training Courses

Canada aids the Technical Assistance Programme of the ILO by furnishing experts in various types of industrial training for service in under-developed countries, by arranging training courses in Canada for selected persons from such countries, and by providing training materials such as the ILO text "National Employment Services—Canada" for use by trainees in other countries.

Canada has now ratified 18 ILO Conventions and is required to report annually on their application:

No. 1—Hours of Work (Industry) Convention, 1919;

No. 7—Minimum Age (Sea) Convention, 1920;

No. 8—Unemployment Indemnity (Shipwreck) Convention, 1920;

No. 14—Weekly Rest (Industry) Convention, 1921;

No. 15—Minimum Age (Trimmers and Stokers) Convention, 1921;

No. 16—Medical Examination of Young Persons (Sea) Convention, 1921;

No. 22—Seaman's Articles of Agreement Convention, 1926;

No. 26—Minimum Wage-Fixing Machinery Convention, 1928;

No. 27—Marking of Weight (Packages Transported by Vessels) Convention, 1929;

No. 32—Protection Against Accidents (Dockers) Convention (Revised), 1932;

No. 58—Minimum Age for Employment (Sea) Convention (Revised), 1936;

No. 63—Convention concerning Statistics of Wages and Hours of Work, 1938;

No. 68—Food and Catering (Ships' Crews) Convention, 1946;

No. 69—Certification of Ships' Cooks Convention, 1946;

No. 73—Medical Examination (Seafarers) Convention, 1946;

No. 74—Certification of Able Seamen Convention, 1946;

No. 80—Final Articles Revision Convention, 1946;

No. 88—Employment Service Convention, 1948.

Liaison Work

The ILO Branch co-ordinates all ILO work within the Department of Labour, with the Department of External Affairs and all other federal departments, with the ten provincial governments, with the major employers' and workers' organizations, and with the public at large. The Branch makes all arrangements for the Canadian delegations, including government, employer and worker representatives, attending international labour conferences and committee

meetings. The Branch also co-operates in preparing the briefing instructions for the government delegates at ILO meetings on reports and papers submitted for discussion. After consultation with federal and provincial departments and agencies, reports are prepared, under the supervision of the Branch, in reply to ILO questionnaires and enquiries on a wide variety of labour matters, in addition to annual and periodical reports on the application of ILO Conventions and Recommendations. Departmental reports are also prepared on meetings of various ILO bodies.

When the authentic texts of Conventions and Recommendations adopted at an annual ILO Conference are received, they are referred to the Department of Justice for a legal opinion on the legislative jurisdiction for each. When this is obtained, authentic texts of such Conventions and Recommendations are tabled in the House of Commons and the Senate of Canada with the accompanying legal opinion. Then the authentic texts are sent to the lieutenant-governors of the ten provinces, and to the major employers' and workers' organizations.

The provincial departments of labour and the major employers' and workers organizations are also provided regularly with the annual reports on ratified Conventions, with the periodical reports on other Conventions and Recommendations, and with the reports and studies issued by the ILO on various labour problems of current international interest.

By these and other means, the ILO is kept informed on the progress of industrial and economic conditions in Canada, and the governments and organizations concerned in Canada are kept in touch with developments in international labour affairs.

Main Activities in 1956-1957

During the year the Branch completed arrangements for Canadian representations at the following ILO meetings (listed in chronological order):

In 1956 (from April 1): the fifth session, Petroleum Committee (reconvened); the 6th session, Coal Mines Committee; the 5th session, Building, Civil Engineering and Public Works Committee; the 132nd session, Governing Body; the 39th annual session, International Labour Conference; the Meeting of Experts on Dangerous Substances; the Committee on the Reduction of Hours of Work; the 6th American Regional Conference; the Preparatory Technical Maritime Conference; the 133rd session, Governing Body; the Meeting of Experts on Standardization of Certificates of Tests and Examinations of Loading and Unloading Gear used in Ports; the Meeting of Experts on a Code of Practice on Safety and Health in Dock Work.

In 1957 (up to March 31): the 134th session, Governing Body; the 6th session, Inland Transport Committee.

All these meetings* were held in Geneva except the Coal Mines Committee (Istanbul, Turkey), the 6th American Regional Conference (Havana, Cuba), the Preparatory Technical Maritime Conference (London, England), and the Inland Transport Committee (Hamburg, Germany).

*More detailed information on these meetings was carried in the *Labour Gazette*.

Annual Conference

The 39th Annual International Labour Conference was attended by a record number of 800 delegates, advisers and observers from 73 member nations and nine non-metropolitan territories, of whom 140 speakers participated in the general debate on the Annual Report of the Director-General. Heading the tripartite Canadian delegation was the Deputy Minister of Labour, who attended also in his capacity as Chairman of the Governing Body. As Chairman he delivered the opening speech at the Conference, and also spoke at the exchange of views on the Report of the Committee on Freedom of Employers' and Workers' Organizations. The Canadian employer delegate also spoke in each of these discussions, and the Canadian worker delegate in the debate on the Director-General's Report. The Conference adopted Recommendation No. 101 concerning vocational training in agriculture and Recommendation No. 102 concerning welfare facilities for workers. First discussions were held on instruments for the protection and integration of indigenous peoples, for the prohibition of forced labour, and for the implementation of weekly rest in commerce and offices. Resolutions were adopted by the Conference on automation, reduction of hours of work, disarmament, and abolition of discrimination based on sex in the field of remuneration.

The Conference examined a report on the manner in which member nations are applying ILO Conventions and Recommendations, and was informed that the grand total of ratifications of Conventions by member countries had risen to 1,562. Three new countries were admitted to membership at this Conference (Morocco, Tunisia, and Sudan). The ILO net budget for 1957 of $7,617,708 was adopted, of which Canada's share is 3.60 per cent or $256,357.

Governing Body

The Governing Body at its 132nd, 133rd, and 134th sessions considered the conclusions of various Conferences and Committees and what action should be taken thereon, approved the 1958 budget, and decided the agendas of the 1958 Annual Conference and numerous other meetings. Reports of various committees of experts and other advisory committees were examined. The recommendations of Governing Body Committees on Finance, Allocations, International Organizations, Manpower, Freedom of Association, Technical Assistance, and others, were discussed, and the Director-General was authorized to take necessary action.

American Regional Conference

The American Regional Conference was attended by 111 delegates and advisers from 19 American member countries (including the tripartite delegation from Canada) plus numerous observers from other countries and from international organizations. In addition to the Director-General's Report, the Conference discussed labour-management relations, productivity and co-operatives. A number of resolutions were adopted on the above subjects, for consideration by the ILO and by member countries.

Industrial Committees

Four Industrial Committees met during this year, with tripartite Canadian delegations attending. Each Committee considered a general report reviewing action taken by member countries on the conclusions of previous sessions of the Committee, and recent events and developments in that particular industry since the last session.

In addition, the reconvened session of the Petroleum Committee discussed contract labour and human relations in the petroleum industry; the Coal Mines Committee discussed safety, recruitment and training in coal mines; the Building, Civil Engineering and Public Works Committee discussed safety in the construction industry, and national housing problems in relation to full employment; the Inland Transport Committee discussed labour inspection in road transport, and methods of improving organization of work and output in ports.

Civilian Rehabilitation Branch

After a conference on the Rehabilitation of the Physically Handicapped, called in Toronto in 1951 by the Minister of Labour with the co-operation of the Ministers of National Health and Welfare, and Veterans Affairs, the Civilian Rehabilitation Branch was established in June 1952, with the appointment of a National Co-ordinator. This was followed by rehabilitation planning with the provinces and the National Advisory Committee on the Rehabilitation of Disabled Persons, and recommendations were made as to the possible steps to be taken by the Government of Canada to encourage the development of a rehabilitation program, jointly with the provinces.

In May, 1953, the Department of Labour offered financial assistance to the provinces who wished to co-ordinate rehabilitation services and to extend vocational training privileges to the disabled. The facilities of the National Employment Service of the Unemployment Insurance Commission were extended on a nation-wide basis to take care of the placement features of the rehabilitation program, and the Canadian Vocational Training Branch assisted by offering training for disabled citizens. In this connection, a new schedule (Schedule R) was drawn up designed particularly to provide any type of training having as its objective the ultimate rehabilitation of the individual concerned.

Provinces Sign Agreements

The Department of National Health and Welfare supplemented existing Health Grants by a Medical Rehabilitation Grant. These offers of assistance were discussed with the provinces and in August 1953 the province of Saskatchewan signed the first Co-ordination of Rehabilitation of Disabled Persons Agreement, and since that date all provinces except Quebec have signed similar agreements. The Department of Veterans Affairs with its outstanding record of achievement in the rehabilitation of ex-service men and women has contributed the benefit of its experience to this Branch and to the other federal government departments concerned. In addition the development of the program in Canada has drawn largely on the provincial governments, the universities and the voluntary agencies in stimulating interest in the rehabilitation of disabled throughout the entire country. Nine provinces are now making use of Schedule "R" and all provinces are also using monies provided by the Medical Grant.

As a result, considerable development has taken place, often through action stimulated by this Branch, sometimes through co-operative effort with the other federal departments concerned and frequently through working with the provinces. Most provinces now have, through their Co-ordinators' offices, a system of case referral through which disabled persons can be directed to service. In most provinces, this includes provision for medical and vocational assessment of the individual which, in accepted cases, has resulted in many receiving medical or prosthetic services to reduce or to compensate for disability, training to develop latent skills and, through the National Employment Service of the Unemployment Insurance Commission, placement in suitable employment or return to a more useful place in the community.

Support to the various projects involved has come forward on all sides. Organized workers and employers have given their endorsation of the idea of rehabilitation. The Canadian Medical Association has appointed, on a national and provincial basis, committees to further medical services associated with rehabilitation. A School of Rehabilitation has been established at the University of Montreal and a School of Physiotherapy at the University of Alberta, while plans for similar schools are being considered in other centres. Many of the professional staff necessary to the medical side of the program have been trained and much equipment purchased to improve services in hospitals and rehabilitation centres.

Increased Employment of Disabled

In 1955, approximately 700 disabled persons received vocational training through Schedule "R". In 1956, this increased to approximately 1,300. In 1954, the National Employment Service placed approximately 15,000 disabled persons in employment. This increased to approximately 20,000 in 1955 and 25,000 in 1956. The decrease in prejudice against hiring the disabled reflected in this result has been stimulated through talks to interested bodies across Canada, radio programs, magazine articles, television shows and the film, "Everybody's Handicapped". A new film, "Call It Rehabilitation", designed to assist further in organizing rehabilitation services within individual communities, was completed during the year. A *Monthly Letter* giving information regarding rehabilitation in Canada is distributed to 700 persons actively concerned with the disabled.

Workshops to improve rehabilitation techniques were organized throughout the Atlantic Region; voluntary agencies engaged in rehabilitation work report increased financial support from the public; and Provincial Co-ordinators are better able to extend services as suitable staff becomes available.

Gains Through Rehabilitation Services

It is proving to be most difficult to get reliable figures from the provinces regarding the individual cases handled, but improved results are expected in the coming fiscal year. It is estimated that in the past two years approximately 4,000 disabled persons after receiving some service through the Provincial Co-ordinators' offices, or those associated with them, have been returned to gainful employment. A high percentage of this difficult group had previously been maintained in institutions, by their families, or had been in receipt of public assistance. The first 631 cases, on which there is accurate information, had 327 dependents. Their annual cost of maintenance (cost of support, less earnings) was approximately $283,000. In their first year of employment the cases rehabilitated earned collectively $1,200,000. This group included 25 housewives who had been assisted to return to their household duties, in many cases releasing an able-bodied person for economic activity.

As the various elements concerned with the disabled work more closely together, better results will be obtained. The program, however, will reach its

greatest usefulness only when all who are concerned with the disabled, their treatment, training and placement are brought into the picture as soon as it is known that permanent disability will exist. Working together they can then take the steps necessary to assure that the economic loss to the nation as a result of disabling conditions can be reduced to a minimum to the benefit of Canada and its disabled.

All Provincial Governments, voluntary agencies, and individuals concerned have worked harmoniously and cooperatively with the National Co-ordinator in efforts to develop a program which is already benefitting many disabled Canadians.

The Women's Bureau

The Women's Bureau was established in September 1954 to promote a wider understanding of the role and contribution of women in the labour force and to advance their opportunities in employment. The Bureau works with and through other branches of the Department and the National Employment Service of the Unemployment Insurance Commission in all matters relating to women's work.

Equal Pay for Equal Work

The highlight of the past year in the field of women's employment was the coming into force of the Female Employees Equal Pay Act to which reference has already been made in the chapter on Industrial Relations (page 19).

The Act is in recognition of the important part that women have to play and are playing in our Canadian economy, and to encourage them to take an even larger share in the responsibility for Canada's rapid growth.

Prior to the passing of the legislation, representatives of interested women's organizations and the labour movement, and others who had worked for many years for such recognition of women workers, were brought together for consultations.

Gainful Work for Older Women

Opportunities of gainful work for older women are a continuing concern of the Women's Bureau. The Director participated in the planning and acted as moderator of a panel discussion, "Women go to work at any age", held under the auspices of five women's service organizations. A pamphlet reprint of the speeches, which had been published in *The Labour Gazette,* has had wide distribution in response to the growing interest in this subject.

The Women's Bureau has participated in the organizing of a more representative national Committee on Homemaker Services under the auspices of the Canadian Welfare Council. The purpose of this Committee is to foster the development of Homemaker Services and work towards recognized standards of training and working conditions for the homemakers whom they employ. The Homemaker Services, through which a new vocation for mature women is being established in many communities throughout Canada, helps to maintain stability in the labour force by enabling the father to remain at his job during a period of emergency in the family. This enhances its importance from the point of view of the Department of Labour.

Occupational Counselling Material

The results of the enquiry into the professional training, fields of specialization and vocational experience of women university graduates initiated early in 1956 have been published in a series of four articles, beginning with the December 1956 issue of *The Labour Gazette.* A reprint in pamphlet form will be made available for use in individual and group occupational counselling for high school girls.

Married Women in Gainful Work

The first major research project initiated by the Women's Bureau, which was directed to questions arising from the rapidly growing participation of married women in the labour force, was nearing completion at the end of the fiscal year. The aims of the survey have been to find out the types of jobs performed by married women in the labour force, to ascertain their attitudes and plans in relation to their jobs and to relate the patterns of gainful work to family and household responsibilities. The schedules have been coded, and considerable progress has been made in the analysis of the information in preparation of a report on the survey.

Information Regarding Women's Work

An important aspect of the work of the Women's Bureau is the dissemination of information about the female labour force. The assembling of available statistical data on women's participation in the work life of the country is therefore one of its main preoccupations. This year "Women at Work in Canada", a comprehensive fact book on the women's labour force, prepared with the assistance of the Legislation Branch and the Economics and Research Branch, has been published. Its contents include analysis of the female labour force by age, marital status and occupations; comparisons with the United States and the United Kingdom; information on the earnings of women in clerical, communications and personal service occupations, in manufacturing and in certain professional occupations; discussion of legislation affecting women workers and of conditions of work in selected industries.

Early in the year a column, "With the Women's Bureau", was initiated in *The Labour Gazette* for the recording of significant developments in women's work and in their general economic status in Canada and elsewhere.

Individual requests for information continue in increasing numbers. This year equal pay legislation in Canada was the most frequent subject of enquiry. Next have been enquiries regarding the numbers, occupations, earnings and working conditions of women, with particular emphasis on married women. Material on vocational counselling for women and girls is in constant demand. Numerous enquiries were received also regarding women's participation in public life and in the labour movement and for up-to-date information regarding their legal status with respect to political and property rights as well as work.

Co-operation

Because of the growing measure of women's participation in the labour force, discussion and consultation with representatives of other branches of the Department have an important place in the work of the Women's Bureau. This co-operation includes both matters affecting women workers and also some of the broader questions of labour, nationally and internationally.

During the past year the Bureau continued to be represented on The Interdepartmental Committee on the Problems of the Older Worker. Communication was maintained also with the national women's organizations, various professional organizations, the labour movement and appropriate provincial government departments.

In addition to these regular contacts the Director was responsible for a discussion group on "Women in Industry" at the Canadian Conference on Social Work in June 1956 and in October participated in the University of Toronto Round Table on the "Impact of Industrialization on Human Well-Being".

Staff Developments

In the past year, at the request of the Women's Bureau, its research resources were helpfully expanded by the appointment of an economist to the staff of the Manpower Division of the Economics and Research Branch to assist in planning and carrying out studies in the role of women in the labour force. Also, a promotional competition has been held for a clerical worker who will join the staff of the Bureau at the beginning of the new fiscal year. The staff includes also an administrative officer and a secretary-stenographer, in addition to the director.

Canadian Vocational Training

The primary function of the Canadian Vocational Training Branch is to administer the provisions of the Vocational Training Co-ordination Act of 1942, as amended in 1948 and in 1954. This Act authorizes the Minister of Labour to undertake various types of training projects designed to fit any person for gainful employment or to increase his skill or efficiency therein and to undertake or direct research and the dissemination of information relating to such training. It also authorizes the Minister, with the approval of the Governor-in-Council, to enter into agreements with any province to provide financial assistance for capital and operating costs of the same or similar types of training undertaken by the appropriate provincial authorities, including provincially and municipally operated technical and vocational schools or institutes.

Administrative Policies

The Branch works in close co-operation with other branches of the Department and with provincial authorities. All training programs and projects under the Act, including those for which the federal government is directly responsible, are organized and conducted by the provinces, utilizing the staffs and facilities of appropriate provincial authorities. Responsibility in all financial transactions is shared with Treasury officials.

Conditions governing federal participation and the extent of federal assistance for each type of training are set forth in four types of federal-provincial agreements. All grants under these agreements are paid only to provincial governments. The procedure is to reimburse provincial governments for the full cost of federal projects undertaken at the request of the Department and, subject to the limitation of funds voted by Parliament for such purpose, to refund up to one-half of the cost to the provincial government of other approved training programs and projects.

Vocational and Technical Training Agreement

The Vocational Schools' Assistance Agreement, which was in effect in all provinces, the Northwest Territories and the Yukon, expired March 31, 1957. Under this Agreement, a total of $10,000,000 was provided exclusively for assisting in the building and equipping of vocational and technical schools and training centres. An additional $2,000,000 per annum was provided for sharing in operating and capital expenditures of the provinces. Additional funds were provided to share with Newfoundland in 1949, with the Northwest Territories in 1954, and with the Yukon in 1955. This agreement has now been replaced by the Vocational and Technical Training Agreement, No. 2, which covers a five-year period beginning April 1, 1957.

Under this new agreement, $25,000,000 will be provided exclusively for capital assistance. Preference will be given to the building and equipping of technical and trades institutes but funds may also be used for the capital costs of approved vocational training programs and projects in secondary schools and

special training centres. An additional $15,000,000 is to be provided for sharing in the operational and capital costs of approved programs and projects in technical institutes, trades institutes, and vocational departments of secondary schools.

The $15,000,000 will be provided through annual appropriations of $2,500,000 for each of the first two years, $3,000,000 for the third year and $3,500,000 for each of the fourth and fifth years of the agreement. These annual appropriations will be allocated to the provinces by way of an initial allotment of $30,000 to each of the ten provinces and $20,000 to each of the Yukon and Northwest Territories, the remainder being allocated on the basis of population in the age group 15 to 19 years inclusive.

The $25,000,000 that is restricted to capital expenditures will be allotted on the basis of population in the above-mentioned age group. It is provided, however, that capital funds which are not required to match provincial government expenditures on approved projects may be re-allotted to other provinces.

Provincial Requirements

Each province will submit for approval proposed capital projects on which claims are to be made and will also submit for approval a list of the institutes, schools and training centres on which it proposes to submit claims each year for reimbursement on provincial government expenditures for operating expenses, which may include provincial grants to municipalities. All reimbursements are subject to the limitation of the allotment to each province and may not exceed 50 per cent of provincial government expenditures on approved projects or programs.

The financial assistance that has been provided to the provinces under the provisions of the Vocational Schools' Assistance Agreement is indicated in Tables 13 and 14 appended to this report.

Table 13 shows that, of the total federal appropriation of $10,000,000 for sharing in capital expenditures during the past twelve years, $7,601,496.37 was paid to the provinces as reimbursement on costs of building and $2,204,356.21 on the costs of equipment.

Table 14, which summarizes federal expenditures with respect to annual operating costs, shows cumulative expenditures of $21,181,014.54 for the years 1945 to 1956 inclusive and expenditures of $2,069,282.92, for the fiscal year 1956-57, making a total of $23,250,297.46 for the twelve-year period. Total federal expenditures under the agreement amounted to $33,056,150.04.

Vocational Training Agreement

The Vocational Training Agreement has been in operation since 1948 and was last renewed with all provinces, except Quebec, for a five-year period beginning April 1, 1954. Under this agreement the federal Government shares equally with provincial governments, up to the limit of the funds voted annually

by Parliament for such purpose, in the costs of establishing and operating special training programs or projects in accordance with the provisions of schedules or regulations attached to and forming part of the agreement.*

Training for Unemployed Persons

(Schedule "M")—(See Tables 1 and 2)

The purpose of training under Schedule "M" is to provide training for unemployed persons registered with the National Employment Service, for whom no suitable work is available but who could be placed after short-term intensive training in a suitable occupation. The costs of such training are shared equally with the appropriate department of the provincial government. The annual appropriation for this schedule is determined on the basis of expenditures in previous years and estimated costs for the ensuing year as submitted by each province in November.

The sum of $446,000 was allotted to the provinces during the year, of which $374,163.37 was paid as matching grants on approved provincial expenditures. This represents a slight decrease from payments for the preceding year. The total number of trainees decreased from 3,100 in 1955-56 to 2,355 during the year.

Training of Disabled Persons

(Schedule "R")—(See Tables 3 and 4)

Under this schedule the federal Government shares equally with provincial governments in the costs of individual training programs deemed necessary for the rehabilitation of civilians. Applicants must be approved by a selection committee representing provincial and federal governments. Training is restricted to persons who are handicapped because of a continuing disability and require special training to fit them for suitable self-supporting employment. This training is provided as part of a nation-wide co-ordinated program of rehabilitation.

The number of persons in training during the year was 1,024, an increase of 231 over the previous year. The federal share of the cost of this program was $174,329.03, compared with $74,238.19 for 1955-56.

Youth Training

(Schedule "O")—(See Tables 5 and 6)

A variety of short-term courses varying in duration from a few days to several months are conducted under the provisions of this Schedule. Youth Training was originally provided to meet the training needs of young persons between the ages of 16 and 30 years who, because of the depression in the early thirties, had never been permanently employed and required a period of readjustment, including specialized training, to fit them for gainful employment in a suitable occupation. Some of these courses have been continued for the benefit of

* Funds voted were sufficient to provide for sharing in expenditures with the Province of Quebec. However, in the absence of claims or an agreement signed by that Province, payments were not made, except for training Armed Forces personnel in provincially operated centres and providing civilian teachers for schools operated by the Armed Forces, for both of which the provinces are reimbursed 100 per cent by the federal Government.

young persons in rural areas and isolated districts, as well as for specialized training in the fields of agriculture, forestry, fishing and homemaking. It is planned to transfer to Schedule "M" those courses of substantial vocational value and to discontinue assistance under the Vocational Training Co-ordination Act to those courses the primary purpose of which is to improve the cultural and social amenities of rural life.

There was a decrease in expenditures on this program in five provinces but the costs in British Columbia were more than twice those of the preceding year. Federal expenditures increased from $132,799.37 to $142,384.10. Total enrolments increased from 2,870 to 3,660, although the number of days' training decreased from 62,323 to 61,329.

Student Aid

(Schedule "O")—(See Tables 7 and 8)

Special provision is made under Schedule "O" for sharing in the costs of bursaries to university students and nurses-in-training. This provision, which is known as Student Aid, has been in effect since 1939. During the past three years funds have been appropriated for this purpose and have been in an annual amount of $219,250.

The bursaries are administered by the provinces through selection committees on which one member represents the federal Government. Assistance to university students is limited to worthy needy students registered in degree-granting courses other than theology. The maximum amount which may be granted is $500 in any one year or $2,000 during the full period of training. Assistance to nurses-in-training is limited to those in approved training courses for professional nurses with a maximum amount of $200 annually for each trainee.

Most provinces fix maximum amounts lower than the foregoing and the assistance in each case is determined on the basis of need. The provinces also determine the conditions governing the award of such bursaries which may take the form of outright grants or loans or a combination of both.

During the year, 2,380 university students, of whom 545 were women, received bursaries. The figures for the preceding year were 2,011 and 350. Nurses-in-training, assisted during the year numbered 99 compared with 121 for 1955-56. The number of bursaries increased from 2,132 to 2,479.

Training for the Armed Forces

(Schedule "K")—(See Table 9)

Provision is made under Schedule "K" for utilizing training facilities in certain provinces for the training of mechanics and technical personnel for the Army and Air Force. The cost of such training is borne by the federal Government. These courses have been used to supplement training provided by the armed forces in their own schools and training centres. The volume of such training remained fairly constant during the years 1952 to 1955, but has declined rapidly during the past two years. The number in training in 1954-55 was 691; in 1955-56 there were 460 and during the past fiscal year the number was further reduced to 205. Payments to the provinces were decreased from $77,764.33 to $39,962.59.

Civilian Teachers for the Armed Forces

The provisions of Schedule "K" are also used for the operation of a co-operative scheme under which provincial authorities employ civilian teachers of certain academic subjects who are assigned to schools operated by the Army and Air Force. Money for this purpose is voted by the Department of National Defence and administered by the Department of Labour. The provinces are reimbursed for the full costs of this service.

The Army employs 40 teachers in seven schools and the Air Force has 110 in six centres. In addition to these full-time teachers there are 51 part-time civilian teachers who instruct in reserve units of the Air Force.

Training for Other Government Departments

At the request of the Civil Service Commission, the Vocational Training Branch arranges with the provincial authorities to operate special courses for training of prospective employees of federal Government departments or agencies and for upgrading persons already employed in the federal Civil Service. Authority for such classes is provided by Order-in-Council and the costs are paid by the federal Government.

During the year repeat courses were conducted for pre-employment training of an additional 40 persons who had been selected by the Civil Service Commission for appointment as junior stationary engineers in heating and power plants operated by the federal Government. These classes were held in Ottawa and Winnipeg. Part-time classes in marine architectural drafting were continued for employees of the Naval Technical Services of the Department of National Defence. Special classes were also conducted, in co-operation with the Civil Service Commission, for training teletype and varityper operators. Enrolments in these two groups were 15 and 34 respectively.

Apprenticeship Training Agreement

The Apprenticeship Training Agreement (See tables 10 to 12) has been in effect in all provinces except Quebec and Prince Edward Island since 1944. It provides for sharing equally with provincial governments in the costs of special training programs both in schools and on the job for indentured apprentices who are registered under the provisions of the provincial apprenticeship acts. There has been a steady but disappointingly small annual increase in the number of apprentices during the past five years. The number registered with provincial Departments of Labour at the end of the year has increased from 11,000 on March 31, 1953, to 16,663 in March 1957, an average increase of more than 1,000 per year.

Three years ago, the Department undertook to arrange with the provinces for the analysis of a number of skilled trades in the hope that these analyses would be adopted by all provinces as the basis of training programs and standardized examinations for the qualifying of apprentices and journeymen. Substantial progress has been made during the past year. The carpentry analysis was published in 1955 and the analyses of machine shop practice, bricklaying and plastering have now been completed. Analyses of three other trades, sheet

metal work, plumbing, and motor vehicle repair, are nearing completion. It is proposed to proceed with the preparation of courses of study and nation-wide examinations before undertaking additional analyses.

Widespread interest has developed in this undertaking, particularly with respect to the motor vehicle repair trade. The three large automobile manufacturing companies are co-operating and some progress has already been made in arranging for nation-wide examinations. Preliminary negotiations have been started to develop standard courses in the automotive trades.

The summer training program for apprenticeship instructors organized two years ago by the Department, in co-operation with the Ontario College of Education, has been favourably received by a number of provinces and is being continued. During the past year, 21 instructors from six provinces, and four from the Navy, attended this course. It is planned to continue the course until arrangements can be made for training the instructors nearer their homes.

During the year, the Branch issued two new bulletins prepared by the Information Branch dealing with the provincial apprenticeship training programs in Quebec and Alberta.

Federal payments to the provinces in 1956-57 under the Apprenticeship Agreement amounted to $1,033,979.39, compared with $891,296.63 in 1955-56. The number of indentured apprentices who attended special full-time school classes during the year was 7,631, a slight increase over the figure for 1955-56. Enrolment in part-time classes was 4,856 and 135 persons took advantage of correspondence courses at public expense.

Vocational Correspondence Courses Agreement

The term of the Vocational Correspondence Courses Agreement was extended for one year to allow for the completion of approved courses which are being prepared by provincial Departments of Education. Two courses were completed during the year by the province of Ontario, one being the second in a series of courses in carpentry, the other the second of a series in machine shop practice. The federal contribution to the cost of preparing these courses was $3,885.00.

Progress in the preparation of correspondence courses has been slow and it has been necessary to arrange for a further extension of the agreement in the hope that the few approved courses which have not yet been completed will be ready before March 1958.

Vocational Training Advisory Council

The Vocational Training Advisory Council met during the year. It expressed appreciation of the work which had been done by the Department on the Manpower Training Survey undertaken in co-operation with the Economics and Research Branch, and approved plans for continuing the survey during the ensuing year. The Council also expressed appreciation of the terms and provisions of the new Vocational and Technical Training Agreement and passed a resolution requesting that a qualified full-time co-ordinating official be added to the staff

of the Vocational Training Branch to furnish consultative services to the provinces and to act as executive secretary of a special representative committee which would deal with the problems of advanced technical training.

No meeting of the Apprenticeship Training Advisory Committee was held during the year. Plans were made to hold a joint meeting of the committee and provincial Directors of Apprenticeship in June 1957.

New Developments and General Activities

A continuing survey or research project to determine the impact or effects of technological developments on the skills and training requirements of skilled workers and technicians was begun. The study will also assess the efforts being made by publicly and privately operated schools to meet existing and future needs for such training. This was perhaps the most outstanding development in the field of federal participation in vocational and technical training during the year. Arrangements are being made to obtain additional temporary staff for this project.

Under the new Vocational and Technical Training Agreement, first preference in allotting federal funds will be given to the establishment and development of facilities and courses for the training of technicians at post-secondary level and for the development of special trade classes in provincially operated institutes. This will involve an expansion of activities and closer co-operation with the provincial authorities in these specialized fields of training. Authority is therefore being sought to appoint a technical training specialist, whose full time will be devoted to working with provincial and industrial officials in the promotion and development of such training programs.

Representatives of the Branch attended several provincial, inter-provincial and national conferences dealing with the problems of vocational training and apprenticeship. The Branch co-operated with the Economics and Research Branch in the preparation of occupational monographs and filmstrips.

TABLE 1—Training of Unemployed—Allotments and Payments

Schedule "M"

Fiscal Year Ended March 31, 1957

Province	Federal Allotment	Claims paid in 1956-57 to April 30, 1957		
		For Previous Year	For 1956-57	Total Payments
	$	$	$	$
Nova Scotia	213,500	2,974.69	175,315.16	178,289.85
New Brunswick	17,500	.....	16,384.92	16,384.92
Ontario	2,000	499.20	800.67	1,299.87
Manitoba	55,000	.....	34,878.40	34,878.40
Saskatchewan	41,000	.....	35,476.52	35,476.52
Alberta	60,000	.....	51,274.47	51,274.47
British Columbia	54,000	.....	54,000.00	54,000.00
Northwest Territories	3,000	285.39	2,273.95	2,559.34
Totals	446,000	3,759.28	370,404,09	374,163.37*

*Note: Total payments as shown in Column 4 do not include sales tax amounting to $5,846.67.

TABLE 2—Training of Unemployed

Schedule "M"

Fiscal Year Ended March 31, 1957

Province	Enrolments					
	In Training March 31, 1956		April 1, 1956 to March 31, 1957		Total Enrolment	Days' Training
	Men	Women	Men	Women		
Nova Scotia	135	51	263	91	540	44,909
New Brunswick	13	28	21	31	93	7,586
Ontario	Trans. to R.					
Manitoba	123	112	234	170	639	41,859
Saskatchewan	9	80	4	100	193	13,025
Alberta	12	185	30	288	517	55,005
British Columbia	43	22	252	56	373	23,501
Northwest Territories	.....	.....	.....	.....	.....	.....
Totals	335	478	804	736	2,355	185,885

TABLE 3—Training for Disabled Persons—Allotments and Payments

Schedule "R"

Fiscal Year Ended March 31, 1957

Province	Federal Allotment	Claims paid in 1956-57 to April 30, 1957		
		For Previous Year	For 1956-57	Total Payments
	$	$	$	$
Newfoundland	10,000.00	.....	8,253.31	8,253.31
Prince Edward Island	2,500.00	.....	1,345.70	1,345.70
Nova Scotia	28,000.00	640.15	21,777.83	22,417.98
New Brunswick	40,292.94	.....	33,000.00	33,000.00
Ontario	70,000.00	.....	54,829.61	54,829.61
Manitoba	26,000.00	.....	20,643.83	20,643.83
Saskatchewan	15,000.00	.....	10,420.37	10,420.37
Alberta	14,650.00	.....	13,418.23	13,418.23
British Columbia	10,000.00	.....	10,000.00	10,000.00
Totals	216,442.94	640.15	173,688.88	174,329.03*

*Note: Total payments as shown in Column 4 do not include sales tax amounting to $340.58.

TABLE 4—Training for Disabled Persons

Schedule "R"

Fiscal Year Ended March 31, 1957

Province	Enrolments					
	In Training March 31, 1956		April 1, 1956 to March 31, 1957		Total Enrolment	Days' Training
	Men	Women	Men	Women		
Newfoundland	21	11	28	14	74	5,668
Prince Edward Island	....	....	9	5	14	1,339
Nova Scotia	18	7	46	13	84	7,387
New Brunswick	27	24	67	43	161	11,977
Ontario	101	57	123	99	380	not available
Manitoba	33	10	77	13	133	10,321
Saskatchewan	10	3	13	19	45	not available
Alberta	8	....	21	26	55	4,155
British Columbia	21	13	23	21	78	8,919
Totals	239	125	407	253	1,024	49,766

TABLE 5—Youth Training (Other than Student Aid)—Allotments and Payments

Schedule "O"

Fiscal Year Ended March 31, 1957

Province	Federal Allotment	Claims paid in 1956-57 to April 30, 1957		
		For Previous Year	For 1956-57	Total Payments
	$	$	$	$
Newfoundland	23,800	.....	20,457.59	20,457.59
Prince Edward Island	1,500	346.25	491.25	837.50
Nova Scotia	43,600	1,234.12	29,065.43	30,299.55
New Brunswick	28,000	.....	24,167.83	24,167.83
Manitoba	7,500	.....	3,533.39	3,533.39
Saskatchewan	20,000	.....	17,072.47	17,072.47
Alberta	6,000	.....	4,671.52	4,671.52
British Columbia	48,000	.....	41,344.25	41,344.25
Northwest Territories	.....	.....	.....	.....
Yukon	350	.....	.....	.....
Totals	178,750	1,580.37	140,803.73	142,384.10*

*Note: Total payments as shown in Column 4 do not include sales tax amounting to $2,377.80.

TABLE 6—Youth Training Enrolments
Schedule "O"
Fiscal Year Ended March 31, 1957

Province	Enrolment: In Training March 31, 1956		Enrolment: April 1, 1956 to March 31, 1957		Total Enrolment	Days' Training
	Men	Women	Men	Women		
Newfoundland	14	....	250	....	264	4,601
Prince Edward Island	....	....	11	9	20	393
Nova Scotia	40	....	297	1	338	1,592
New Brunswick	122	46	105	51	324	17,726
Manitoba	....	....	251	15	266	5,089
Saskatchewan	....	....	509	469	978	10,901
Alberta	11	....	1,237	....	1,248	4,917
British Columbia	32	14	163	13	222	16,110
Totals	219	60	2,823	558	3,660	61,329

TABLE 7—Student Aid—Allotments and Payments
Fiscal Year Ended March 31, 1957

Province	Federal Allotment	Claims paid in 1956-57 to April 30, 1957: For Previous Year	For 1956-57	Total Payments
	$	$	$	$
Newfoundland	8,000	.....	6,180.00	6,180.00
Prince Edward Island	5,500	.....	5,400.00	5,400.00
Nova Scotia	10,000	.....	9,932.00	9,932.00
New Brunswick	15,000	.....	14,300.00	14,300.00
Ontario	100,000	.....	100,000.00	100,000.00
Manitoba	7,500	.....	5,930.50	5,930.50
Saskatchewan	30,000	.....	29,947.50	29,947.50
Alberta	10,000	.....	9,462.50	9,462.50
British Columbia	30,000	.....	28,887.50	28,887.50
Northwest Territories	3,000	.....	.....	.....
Yukon	250	.....	.....	.....
Totals	219,250	.....	210,040.00	210,040.00

TABLE 8—Student Aid Enrolments—1956-57

Province	Medicine	Veterinary Medicine	Dentistry	Pharmacy	Applied Science Engineering Science	Arts and Science	Arts	Archi-tecture	Agri-culture	Education Teacher Training English	Commerce Business Education Business Admin.	Law	Home Economics	Forestry	Miscel-laneous	University Students		Nurses in Training	Total
																Men	Women		
Nfld.....	..	..	..	..	..	..	..	..	..	22	..	..	..	..	..	12	10	..	22
P.E.I.....	15	1	3	..	11	..	1	..	..	..	..	1	1	..	4	32	5	..	37
N.S.....	13	..	..	..	32	2	24	..	3	..	7	5	..	1	1	74	14	..	88
N.B.....	27	..	4	1	65	..	26	1	1	1	12	9	..	2	3	138	14	..	152
Ont.....	147	30	23	11	310	158	387	23	64	66	30	9	4	7	31	1,031	269	..	1,300
Man.....	..	..	..	..	50	..	16	6	2	7	3	3	1	..	1	79	10	9	98
Sask.....	39	..	..	5	35	..	34	..	1	24	10	5	2	..	2	128	29	34	191
Alta.....	13	..	6	3	36	..	8	1	4	10	1	2	..	..	1	69	16	38	123
B.C.....	35	12	19	5	32	70	33	2	4	200	5	10	7	2	14	272	178	18	468
Totals.....	289	43	55	25	571	230	529	33	79	330	68	44	15	12	57	1,835	545	99	2,479

TABLE 9—Training for the Armed Forces

Schedule "K-1"

Fiscal Year Ended March 31, 1957

Province	Federal Allotment $	Claims Paid—1956-57—to April 10, 1957: For Previous Year $	For 1956-57 $	Total Payments $	Enrolments: In Training March 31/56	April 1/56 to March 31/57	Total Enrolment	Hours' Training
Newfoundland...	500.00	..	78.56	78.56	..	12	12	120
Quebec.....	9,000.00	630.00	7,326.80	7,956.80	10	31	41	14,556
Ontario.....	6,314.78	Cr. 1.20	6,167.91	6,166.71	..	..	..	..
Manitoba.....	15,000.00	..	8,679.46	8,679.46	19	49	68	26,386
Alberta.....	30,000.00	..	17,081.06	17,081.06	13	71	84	29,718
Totals.....	60,814.78	628.80	39,333.79	*39,962.59	42	163	205	70,780

*NOTE: Total payments as shown in Column 4 do not include sales tax amounting to $80.94.

TABLE 10—Apprentices Registered with Provincial Departments of Labour As of March 31, 1956

	Nfld.	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.	Total
Aeronautical Mechanics	.....	47	.....	.....	.....	.....	.....	.....	.....	47
Auto-Body and Fender Repair Men	50	.....	60	.....	62	49	266	.....	.....	487
Barbers	.....	.....	.....	19	.....	28	.....	49	.....	96
Blacksmiths	.....	.....	.....	2	6	.....	.....	.....	.....	8
Boiler Shop Workers	.....	5	.....	3	.....	.....	.....	29	.....	37
Boat Builders	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Bricklayers and Masons	5	20	7	166	66	57	86	21	.....	428
Cabinet Makers	.....	.....	1	4	.....	.....	.....	.....	.....	5
Carpenters	50	84	78	357	168	176	259	362	.....	1,534
Coppersmiths	.....	.....	.....	3	.....	.....	.....	.....	.....	3
Draftsmen	2	.....	4	59	.....	.....	.....	.....	.....	65
Electrical Construction Workers	76	103	143	830	203	162	539	207	.....	2,263
Electrical Maintenance Men	.....	46	25	100	13	.....	.....	.....	.....	184
Glass Workers	.....	.....	.....	.....	.....	.....	.....	13	.....	13
Hairdressers and Beauty Culturists	.....	.....	.....	181	.....	75	.....	51	.....	307
Instrument Makers	3	2	.....	27	.....	.....	.....	.....	.....	32
Jewellery and Watch Repair Men)	.....	.....	.....	.....	.....	.....	.....	4	.....	4
Lathers	.....	.....	.....	46	18	.....	.....	.....	.....	64
Linemen	.....	.....	44	.....	.....	.....	.....	.....	.....	44
Machinists	29	61	47	131	.....	.....	43	219	.....	530
Mechanics-Dental	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Millworkers (Factory Woodworkers)	.....	.....	1	26	30	.....	.....	.....	.....	57
Millwrights	24	2	5	9	.....	.....	.....	.....	.....	40
Motor Vehicle Repair Men	102	107	227	2,509	327	278	960	318	.....	4,828
Moulders	.....	2	.....	8	.....	.....	.....	12	.....	22
Office Machine Mechanics	.....	.....	.....	.....	.....	.....	.....	27	.....	27
Painters and Decorators	.....	1	4	64	82	27	58	22	.....	258
Pattern Makers	2	1	1	6	.....	.....	.....	8	.....	18
Plasterers[1]	.....	.....	.....	67	49	5	114	69	.....	304
Plumbers and Pipefitters	58	74	154	750	176	120	467	252	.....	2,051
Printers	.....	.....	8	5	.....	.....	.....	16	.....	29
Radio (Maintenance and Repair Men)	.....	.....	.....	.....	.....	.....	37	.....	.....	37
Refrigeration Workers	.....	.....	.....	.....	9	.....	10	12	.....	31
Sheet Metal Workers	4	2	44	312	89	88	226	175	.....	940
Ship Fitters and Shipwrights	.....	16	.....	.....	.....	.....	.....	37	.....	53
Sign Painters	.....	.....	.....	1	.....	.....	.....	8	.....	9
Stationary Engineers	78	2	37	7	.....	.....	.....	.....	.....	124
Steamfiitters[2]	.....	26	.....	309	64	.....	136	.....	.....	535
Steel Fabrication Workers	.....	.....	.....	1	.....	.....	.....	46	.....	47
Switchboard Operators	.....	.....	22	.....	.....	.....	.....	.....	.....	22
Tilesetters[3]	.....	.....	.....	3	18	.....	.....	.....	.....	21
Welders	3	.....	57	11	.....	70	859	.....	.....	1,000
Miscellaneous	19	2	1	11	.....	.....	.....	19	.....	52
Knitting Machine Adjustors	.....	.....	.....	6	.....	.....	.....	.....	.....	6
Shoemakers	.....	.....	.....	1	.....	.....	.....	.....	.....	1
Totals	505	603	970	6,034	1,380	1,135	4,060	1,976	.....	16,663

[1] Included with bricklayers in New Brunswick.
[2] Included with plumbers in British Columbia.
[3] Included with bricklayers in British Columbia.

TABLE 11—Apprentice Training—Allotments and Payments Fiscal Year Ended March 31, 1957

Province	Federal Allotment	Claims paid in 1956-57 to April 30, 1957		
		For Previous Year	For 1956-57	Total Payments
	$	$	$	$
Newfoundland	50,000	.....	38,242.27	38,242.27
Nova Scotia	75,000	1,482.36	69,823.72	71,306.08
New Brunswick	75,500	.....	69,460.38	69,460.38
Ontario	370,000	12,831.36	288,172.99	301,004.35
Manitoba	80,000	.....	62,329.52	62,329.52
Saskatchewan	100,000	4,450.46	92,927.42	97,377.88
Alberta	286,300	.....	281,313.45	281,313.45
British Columbia	111,000	.....	110,769.03	110,769.03
Northwest Territories	8,500	1,315.88	860.55	2,176.43
Yukon	1,000	.....	.....	.....
Totals	1,157,300	20,080.06	1,013,899.33	1,033,979.39*

*Note: Total payments as shown in Column 4 do not include sales tax amounting to $4,251.38.

TABLE 12—Apprentice Training—Fiscal Year Ended March 31, 1957

Province	Enrolment								Total Enrolment	Hours' Training Part-time Classes	Days' Training Full-time Classes
	Part-time Classes		Full-time Classes				Correspondence Courses				
			Pre-employment		Post-employment						
	In Trg. Mar. 31/56	Apr. 1/56 to Mar. 31/57	In Trg. Mar. 31/56	Apr. 1/56 to Mar. 31/57	In Trg. Mar. 31/56	Apr. 1/56 to Mar. 31/57	In Trg. Mar. 31/56	Apr. 1/56 to Mar. 31/57			
Newfoundland	206	303	.....	.....	83	189	46	45	872	16,337	7,999
Nova Scotia	285	337	.....	.....	8	203	21	.....	854	39,876	11,315
New Brunswick	478	660	22	9	33	99	2	2	1,305	32,315	6,417
Ontario	.....	.....	.....	.....	461	1,395	.....	.....	1,856	.....	78,074
Manitoba	.....	28	34	52	159	600	.....	.....	873	1,810	20,162
Saskatchewan	.....	.....	.....	.....	148	580	.....	.....	728	.....	22,432
Alberta	.....	.....	.....	.....	528	2,473	.....	.....	3,001	.....	76,746
British Columbia	147	2,412	.....	.....	18	537	15	4	3,133	113,588	15,371
Totals	1,116	3,740	56	61	1,438	6,076	84	51	12,622	203,926	238,516

TABLE 13—Assistance to Vocational Schools

Special Allotment for Capital Expenditures

Province	Buildings			Equipment		
	Federal Allotment	Claims Paid 1945-56	Claims Paid in 1956-57	Federal Allotment	Claims Paid 1945-56	Claims Paid in 1956-57
	$	$	$	$	$	$
Newfoundland	219,185	219,185.00	.....	73,065	73,065.00	.....
Prince Edward Island	61,500	61,500.00	.....	20,500	20,499.99	.....
Nova Scotia	378,225	378,222.03	.....	126,075	68,136.56	.....
New Brunswick	324,750	324,750.00	.....	108,250	108,250.00	.....
Quebec	2,354,550	2,354,550.00	.....	784,850	784,850.00	.....
Ontario	2,273,625	2,273,625.00	.....	757,875	534,060.93	.....
Manitoba	492,000	374,950.86	.....	164,000	74,456.92	.....
Saskatchewan	643,650	643,013.48	.....	214,550	214,550.00	.....
Alberta	525,150	525,150.00	.....	175,050	175,050.00	.....
British Columbia	446,550	446,550.00	.....	148,850	148,849.99	.....
Northwest Territories	12,700	.....	.....	.....	.....	.....
Yukon	.....	.....	.....	3,900	2,586.82	.....
Totals	7,731,885	7,601,496.37	.....	2,576,965	2,204,356.21	.....

TABLE 14—Assistance to Vocational Schools—Annual Allotments

Province	*Annual Federal Allotment	Claims paid 1945-1956	Claims paid 1956-57 to April 30, 1957: For Previous Year	For 1956-57	Total Payments
	$	$	$	$	$
Newfoundland	66,600	368,345.23	.....	66,600.00	66,600.00
Prince Edward Island	25,500	272,592.33	.....	25,500.00	25,500.00
Nova Scotia	106,000	868,380.48	.....	106,000.00	106,000.00
New Brunswick	89,800	996,999.34	.....	89,800.00	89,800.00
Quebec	638,100	6,822,162.44	.....	638,100.00	638,100.00
Ontario	597,500	6,513,000.00	.....	597,500.00	597,500.00
Manitoba	116,500	928,855.07	2,344.17	110,500.00	†112,844.17
Saskatchewan	137,500	1,456,359.40	.....	137,500.00	137,500.00
Alberta	147,600	1,541,790.37	.....	147,600.00	147,600.00
British Columbia	140,700	1,401,729.54	.....	140,700.00	140,700.00
Northwest Territories	4,200	8,477.19	588.75	4,200.00	†4,788.75
Yukon	2,350	2,323.15	.....	2,350.00	2,350.00
Totals	2,072,350	21,181,014.54	2,932.92	2,066,350.00	2,069,282.92

*Includes unmatched grant of $10,000 to each province.
†Claims paid include carryover from previous year.

Reinstatement in Civil Employment

The Veterans Benefit Act, 1951, extended the provisions of the Reinstatement in Civil Employment Act, and made them applicable to all persons enlisting in the Regular Forces of Canada after July 5, 1950, and serving for a term not exceeding three years. Included in the coverage of the provisions were members of the Reserve Forces called out for service with the Regular Forces. The Veterans Benefit Act, 1951, was repealed by the Veterans Benefit Act, 1954, assented to June 26, 1954. The 1954 Act made the Reinstatement Act applicable to the same personnel as before, with an additional provision to cover those whose terms of engagement with the Regular Forces did not exceed three years, but who remained in the service for more than three years by reason of a state of emergency or of delay in obtaining discharge. An amendment to the Veterans Benefit Act, 1954 was passed by Parliament in June of 1955. It provides that the rights of reinstatement in civil employment will not apply to those joining the Regular Forces after July 1, 1955.

This amendment in no way changed the rights to reinstatement of those who joined the Armed Forces before July 1, 1955, or of those who may enlist in any Special Force which may be constituted from time to time by the Minister of National Defence. (There is no Special Force at present.)

Under the Reinstatement in Civil Employment Act, a discharged person may claim reinstatement in his civilian employment either orallly or in writing, within three months of discharge in Canada or within four months of discharge overseas. There is provision for extension of this time when, through a condition of health, the employee cannot return to his employment as soon as this, but the employer must be notified within the three or four-month period, as the case may be, of this condition, as well as of the employee's intention to apply for reinstatement when he is capable of performing the work.

The Act requires that an employee be reinstated under conditions not less favourable than he would have enjoyed had he continued in employment instead of joining the Forces.

Unemployment Insurance Commission—National Employment Service

A close working relationship is maintained between the Unemployment Insurance Commission and the Department of Labour in the development of policies and programs particularly in the manpower field.

These programs, which are dealt with in other sections of the Annual Report, include seasonal and area unemployment, the older worker employment problem, industrial training, rehabilitation of the disabled, problems peculiar to women's employment, professional manpower, special employment problems of the primary industries, veterans' reinstatement in civil employment, employment on defence establishments, and manpower and social security research.

The Department is most appreciative of the close co-operation and assistance which the Commission, its officers and staff have extended to the Department in these areas of common interest and endeavour.

Detailed information is published in the Annual Report of the Unemployment Insurance Commission.

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DEPARTMENT OF LABOUR

ANNUAL REPORT
for the fiscal year
ended March 31, 1958

DEPARTMENT OF LABOUR

ANNUAL REPORT

for the fiscal year ended March 31

1958

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To His Excellency, the Right Honourable Vincent Massey, C.H.,
Governor General and Commander-in-Chief of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying Report of the Deputy Minister on the work of the Department of Labour for the fiscal year ended March 31, 1958, all of which is respectfully submitted.

MICHAEL STARR,
Minister of Labour.

56577-0—2

REPORT OF THE DEPUTY MINISTER OF LABOUR FOR THE FISCAL YEAR ENDED MARCH 31, 1958

To The Honourable Michael Starr,
Minister of Labour.

Sir,—I have the honour to submit a Report of the work of the Department of Labour for the fiscal year ended March 31, 1958.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR H. BROWN,
Deputy Minister of Labour.

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Introduction

This is the 58th Annual Report of the Department of Labour. It is a record of the Department's activities during the fiscal year 1957-58.

At its establishment under the authority of the Conciliation Act of 1900—relevant provisions of which now appear in the Department of Labour Act (R.S.C. 1952, c. 72)—the Department was responsible for aiding in preventing and settling industrial disputes, and for carrying out the Fair Wages Policy adopted by the Government to ensure proper wage rates and hours of work for personnel engaged by employers under contract with the Government of Canada.

The Department was also authorized to collect and publish statistical and other information relating to labour conditions, conduct inquiries into important industrial questions, and issue each month *The Labour Gazette*. It is now charged with the administration of a considerable amount of social legislation, and is active in the field of manpower supply and demand.

A new act—the Annual Vacations Act—was given Royal Assent on January 31, 1958. Purpose of the Act is to provide for annual vacations with pay for employees in federal works, undertakings and businesses. The Act will become effective on a day to be fixed by proclamation of the Governor in Council. Such proclamation had not been made at the end of the fiscal year.

In February 1958 the report was published of the Royal Commission appointed under Part I of the Inquiries Act by Order in Council P.C. 1957-52 of January 17, 1957, to inquire into the unresolved issues in the dispute between the Brotherhood of Locomotive Firemen and Enginemen and the Canadian Pacific Railway Company over the use of firemen on diesel locomotives in freight and yard service. This dispute had been referred to the Department in April 1956.

A working committee—composed of officials of the Department and the Unemployment Insurance Commission—established in 1954 to explore ways of increasing winter employment, met 11 times during the year. As a result of its activities and those of the Interdepartmental Committee on Winter Employment, and its subcommittees, an increased amount of government construction, repair and maintenance work was carried out during the winter months. The working committee also provided encouragement to provincial governments, industry, organized labour and communities in their efforts to stimulate winter employment.

In co-operation with the Economics and Research Branch, the Department's Women's Bureau published a report entitled *Married Women Working For Pay in Eight Canadian Cities*. This report made it possible, for the first time, to answer some of the questions constantly being asked about the position of married women in the Canadian labour force.

During the year, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected 179,516 employees. From the inception of the Act, on September 1, 1948, to March 31, 1958, conciliation officers were appointed to deal with 524 disputes and conciliation boards to investigate and

report upon 205 disputes that were not settled by conciliation officers or otherwise, including 19 disputes that were referred directly to boards without preliminary mediation on the part of conciliation officers.

The Canada Labour Relations Board, which met for a total of 22 days during the year, usually holding one-day or two-day sessions once a month, received 112 applications for the certification of bargaining agents that directly affected 9,212 workers.

At the close of the year, 1,382 labour-management co-operation committees were on the Department's records.

The Department's film, *Call It Rehabilitation,* was shown to 566 audiences in all parts of Canada during the year.

Canada again sent delegates to the International Labour Conference at Geneva, the delegates being headed by an Assistant Deputy Minister of Labour, who attended in his capacity as a member of the Governing Body. He spoke in the discussion of the Director-General's Report, and with the labour representative and the management representative conducted a panel discussion on the role of government in the field of labour-management relations. The panel presented the main facts of Canadian law and practices in this field from their various points of view, and answered numerous questions posed by many of the 900 other delegates attending from 73 member nations and 10 territories, including the Ministers of Labour of 30 countries.

During the year ending March 31, 1958, the Government Annuities Branch issued a total of 17,937 contracts and certificates to individuals and groups. Since the Branch was organized in 1908 it has issued 452,053 contracts and certificates.

At March 31, 1958, there were 630* persons on the staff of the Department, including 27 casual and prevailing rate employees, compared with 619 persons, including 20 casual and prevailing rate employees, at March 31, 1957.

A financial statement for the Department is given in the Public Accounts of Canada.

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* This figure does not include the staff of the Unemployment Insurance Commission nor the National Employment Service, the combined (regular and casual) staffs of which totalled 10,161 at March 31, 1958, compared with 8,773 at March 31, 1957.

Industrial Relations

During the year, conciliation proceedings under the Industrial Relations and Disputes Investigation Act directly affected 179,516 employees.

From the inception of the Act, September 1, 1948, to March 31, 1958, the Minister of Labour has appointed conciliation officers to deal with 524 disputes. In the same period he has established conciliation boards to investigate and report upon 205 disputes which were not settled by conciliation officers or otherwise, including 19 disputes which were referred directly to boards without preliminary mediation on the part of conciliation officers. Of the 537* disputes referred to either conciliation officers or to conciliation boards, 291 were adjusted and 141 were settled by conciliation boards, while 11 lapsed and 50 remained pending on March 31, 1958. There were 44 disputes not settled. In 26 of these cases the conciliation proceedings failed to avert work stoppages.

The Minister and officers of the Department made their services available during the year in a number of industrial disputes, as indicated in the statistical table. Some of these disputes involved large numbers of workers; others involved relatively few. In the main, the disputes which made the most strenuous demands upon the conciliation services of the Department were disputes affecting shipping on the West Coast, East Coast and on the Great Lakes and disputes involving railway operations.

As the 1956-57 fiscal year closed, the Royal Commission on Employment of Firemen on Diesel Locomotives in Freight and Yard Service on the Canadian Pacific Railway was conducting hearings. The Chairman of the Royal Commission was Hon. Mr. Justice R. L. Kellock, and the other members were Hon. Mr. Justice C. C. McLaurin and Hon. Mr. Justice Jean Martineau. The Royal Commission had been appointed on January 17, 1957, under Part I, of the Inquiries Act to inquire into and report upon the employment of firemen on diesel locomotives in freight and yard services of the Canadian Pacific Railway and to inquire into and report upon whether the clauses in the collective agreements providing for "arbitraries" and "mountain differential" should be maintained, dropped or modified.

The Royal Commission reported on December 18, 1957, to the effect that the employment of the firemen in question was not required; that the payment of "arbitraries" should be dropped and that the "mountain differential" be replaced by the "valley differential".

In March 1958 the Minister appointed a conciliation officer to mediate a dispute between the Canadian National Railways and the Brotherhood of Locomotive Firemen and Enginemen. The issues in dispute included a union demand for an 18 per cent wage increase and the same issues involved in the dispute between the Canadian Pacific Railway and the Brotherhood of Locomotive Firemen and Enginemen which had been referred to the Royal Commission.

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*The number of disputes had been adjusted from 543 to allow for cases treated as single disputes when dealt with by conciliation officers, which were later treated as multiple disputes and referred to more than one conciliation board and to allow for cases treated as multiple disputes when dealt with by conciliation officers which were treated as single disputes and referred to one conciliation board.

Shortly before the last fiscal year closed, the Minister received the report of the Conciliation Board which he had established to deal with a dispute between the Canadian National Steamships (West Indies) Limited and the Seafarers' International Union of North America, Canadian District, representing 225 unlicensed personnel employed in eight vessels operated by the Company. The main demand made by the Union was for a 50 per cent increase in wages. The Majority Report of the Board recommended a 10 per cent increase. The Company accepted the Majority Report but it was rejected by the Union. In June the Company began to sign off the crews and tie up the vessels as they arrived in port and a stoppage of work, called by the Union, took place in July.

Various attempts to settle the dispute through mediation by departmental officers were made and through the personal intervention of the Minister a meeting of the parties took place on October 15. The Company at this meeting offered a 15 per cent increase but this was rejected by the Union. In November, the ships in question were transferred from Canadian registry to Trinidad registry. At the close of the year none of the ships had resumed operation.

In May 1957 the Minister, at the request of the Union, appointed a Conciliation Officer to mediate a dispute between the Canadian Brotherhood of Railway Employees and Other Transport Workers and the Canadian National Newfoundland Steamship Service. The dispute involved 440 engineer officers, pursers, stewards and unlicensed personnel employed in 16 vessels operated by the Company. The main demand made by the Union was for a 19 per cent increase in wages. The Conciliation Officer was not able to settle the dispute and it was referred to a Conciliation Board.

The Conciliation Board reported in September 1957. The Majority Report, signed by the Chairman and the Company nominee, recommended a 10 per cent increase for all officers and a 13 per cent increase for unlicensed personnel. The Minority Report of the Union nominee recommended a 19 per cent increase to all classifications. The Brotherhood, on October 1, 1957, advised the Department that a strike would take place on October 15.

On October 7, 1957, the Minister appointed H. Carl Goldenberg, Q.C., as federal mediator to mediate the dispute. On October 13, the mediator reported that the strike had been averted and the dispute settled. The wage increase accepted by both parties was 15 per cent.

Conciliation officers were appointed and conciliation boards established to deal with disputes involving several West Coast shipping companies and the Seafarers' International Union of North America, Canadian District, the National Association of Marine Engineers of Canada, Inc., and the Canadian Merchant Service Guild, Inc. The companies involved were The Packers Steamship Company Limited, Union Steamships Limited, Tidewater Shipping Company Limited, Westward Shipping Limited, Shell Canadian Tankers Limited, British Columbia Coast Steamship Service (C.P.R.), Canadian National Steamship Company Limited (C.N.R.) and the Imperial Oil Limited. Most of the disputes have already been referred to conciliation boards and eight of the boards have reported. At the end of the year conciliation was still in progress or the parties were still considering the recommendations of the boards which had submitted reports.

Conciliation officers were appointed to deal with disputes on the Great Lakes involving the Seafarers' International Union of North America and the National Association of Marine Engineers of Canada, and the large shipping companies represented by the Association of Lake Carriers, and several smaller

Great Lakes shipping companies. At the end of the fiscal year these disputes were being dealt with by conciliation officers and two of the disputes were referred to conciliation boards.

In March 1958 the Minister established a Conciliation Board to deal with a dispute between the Canadian National Railways, Canadian Pacific Railway Company, Toronto, Hamilton and Buffalo Railway Company, Ontario Northland Railway, Algoma Central and Hudson Bay Railway, Midland Railway of Manitoba, Railway Express Agency, Inc., and the Joint Negotiating Committee representing a number of railway labour organizations. The dispute affected some 128,000 non-operating employees. The Chairman of the Board is Hon. Mr. Justice H. F. Thomson, Regina, and the other two members are Phillip F. Vineberg, the companies' nominee, and David Lewis, the unions' nominee. As the year closed the Conciliation Board was still conducting hearings.

The Industrial Relations and Disputes Investigation Act *

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948. In its legislative principles the Act combines the long-tested cooling-off, investigation and conciliation features of the Industrial Disputes Investigation Act with the labour relations, compulsory collective bargaining and limited arbitration provisions which had proved their worth while incorporated in the Wartime Labour Relations Regulations, Order in Council, P.C. 1003.

In summary, the principal provisions of the Act concern:

1. The right of employees to be members of trade unions and of employers to be members of employers' organizations.

2. The definition and prohibition of unfair labour practices on the part of employers, unions and other persons.

3. A procedure for certification of trade unions as bargaining agents for employees.

4. A procedure for compulsory collective bargaining and the negotiation of collective agreements and conciliation in connection therewith.

5. Prohibition of strikes and lockouts, of the taking of strike votes and of changes in terms of employment until the collective bargaining and conciliation procedure prescribed in the Act has been complied with.

6. Collective agreements to be binding upon the employer and the trade union which are parties thereto, and the employees covered thereby, and a procedure for final settlement by arbitration or otherwise, without stoppage of work, of grievances arising under the agreement.

7. Prohibition of strikes and lockouts while a collective agreement is in effect.

8. Penalties for violation of the provisions of the Act by employers, employees, trade unions or employers' organizations.

9. The establishment of a representative Board, known as the Canada Labour Relations Board, to deal with applications relating to the right of trade union to represent employees for collective bargaining purposes.

10. The appointment of industrial inquiry commissions to inquire into industrial matters or disputes.

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*For a review of the provisions of the Act, its application to industries within federal jurisdiction, and the major differences between it and the Wartime Labour Relations Regulations, P.C. 1003, see *The Labour Gazette*, November, 1948, pp. 1255-61, and also the Annual Report of the Department of Labour for the fiscal year ended March 31, 1948, pp. 18-24. The latter material deals with the similar provisions of the Act while in the form of a Bill.

11. Co-operative arrangements with provinces in relation to the administration of provincial labour legislation similar to the federal legislation in the application thereof to any industry.

The Act is divided into two parts. Part I contains the provisions defining and prohibiting unfair labour practices; the procedures provided for certification of unions as bargaining agents of employees; and for the negotiation of agreements and settlement of grievances in connection with such agreements; and the enforcement provisions of the Act. Part II specifies the industries to which the Act applies, provides for the appointment of a representative Labour Relations Board to administer a number of the provisions of the Act, and contains other administrative provisions necessary and incidental to the operation of the Act.

Functions of the Minister under the Act

The Minister of Labour is charged with the administration of the Act and under it he is responsible for the appointment of conciliation officers, conciliation boards, and industrial inquiry commissions, for controlling consent to prosecute, and for dealing with complaints that the Act has been violated or that a party has failed to bargain in good faith.

The part played by the Canada Labour Relations Board in the administration of the Act is reported in a following chapter.

Regulations under the Act

The Industrial Relations and Disputes Investigation Regulations are made pursuant to the provisions of Section 67 of the Industrial Relations and Disputes Investigation Act. The Regulations prescribe the procedure to be followed in dealing with the various matters which the Act places within the administrative jurisdiction of the Minister of Labour, including requests for the appointment of conciliation officers and conciliation boards, complaints that provisions of the Act have been violated, and applications for consent to prosecute made to the Minister under the Act. The Regulations also prescribe the form of notice to commence collective bargaining.

Conciliation Proceedings under the Act

Sections 16 and 17 of the Industrial Relations and Disputes Investigation Act provide for conciliation machinery for use in the settlement of disputes where negotiations for a collective agreement following the certification of a bargaining agent or negotiations for the renewal of an existing agreement have been unsuccessful. On the request of either party to such a dispute, or in any other case where he considers it advisable to do so, the Minister of Labour may appoint a conciliation officer to confer with the parties for the purpose of reaching an agreement. If a conciliation officer reports failure to bring about the settlement of a dispute, the Minister may appoint a board of conciliation and investigation. The Minister may appoint a conciliation board without prior reference to a conciliation officer, but the usual practice is the appointment of a conciliation officer in the first instance.

When a conciliation board is appointed, each party to the dispute is invited to nominate one person for appointment to the board. The two members so appointed are then requested to recommend a third person for appointment as chairman. If they fail to agree, the Minister selects the chairman.

The first duty of a board of conciliation and investigation is to endeavour to effect an agreement between the parties on the matters in dispute. In the event of its failure to do so, it is required to submit to the Minister a report setting forth its findings and its recommendations as to the terms on which it considers the dispute should be settled. The Minister supplies each party with a copy of the report and he may publicize the report in such manner as he sees fit. A strike or lockout is prohibited until seven days after the receipt of the report by the Minister.

During the year the Minister appointed 108 conciliation officers under Section 16 of the Industrial Relations and Disputes Investigation Act and in nine other cases conciliation officers appointed before April 1, 1957, continued to function. In 53 of these 117 cases, settlements of the disputes were effected by the conciliation officers; in 34 cases, the conciliation officers were not able to settle the disputes and recommended the appointment of boards of conciliation

Analysis of Conciliation Proceedings Under the Industrial Relations and Disputes Investigation Act, by Disposition of Cases, for the Fiscal Year 1957-58 and from Inception of the Act

	April 1, 1957 to March 31, 1958		September 1, 1948 to March 31, 1958	
	Number of Disputes	Number of Workers Directly Affected	Number of Disputes	Number of Workers Directly Affected
Disputes being dealt with by conciliation officers at beginning of period	9	3,850	.....	.....
Disputes referred to conciliation officers	108	38,689	524	626,431
Total	117	42,539	524	626,431
Disputes settled by conciliation officers	53	21,522	291	94,651
Disputes not settled by conciliation officers	35	10,531	197	519,522
Disputes which lapsed; no further action required	.....	.....	7	1,772
Disputes being dealt with by conciliation officers at end of period	29	10,486	29	10,486
Total	117	42,539	524	626,431
Disputes being dealt with by conciliation boards at beginning of period	5	316	.....	.....
Disputes in which parties were considering conciliation board recommendations at beginning of period	4	793	.....	.....
Disputes referred to conciliation boards	35	151,272	205	856,101
Total	44	152,381	205	856,101
Disputes settled by conciliation boards	21	4,447	141	400,579
Disputes not settled by conciliation boards	2	444	39	307,740
Disputes which lapsed; no further board action required	.....	.....	4	292
Disputes in which parties were considering conciliation board recommendations at end of period	10	740	10	740
Disputes being dealt with by conciliation boards at end of period	11	146,750	11	146,750
Totals	44	152,381	205	856,101

and investigation; one dispute was not settled and was not referred to a conciliation board. In the remaining 29 cases, the conciliation officers were still functioning at the end of the year.

In the same period the Minister appointed boards of conciliation and investigation under Section 17 of the Act to deal with 35 disputes. Reports were also received from five boards established during the previous fiscal year and the reports of four boards were being considered by the parties at the beginning of the year. In respect of the 44 disputes dealt with by conciliation boards, settlements on the basis of boards' reports were obtained in 21 disputes by the end of the year; two disputes were not settled; and 11 disputes submitted to boards were still pending at the end of the year. The reports of ten other boards were being considered by the parties. One legal strike occurred in a dispute which was not settled by a conciliation board.

Other Proceedings Before the Minister of Labour Under the Act

Complaints to the Minister of Failure to Bargain Collectively

The Minister of Labour received no complaints under Section 43 of the Industrial Relations and Disputes Investigation Act during the period from April 1, 1957, to March 31, 1958, alleging that parties had failed to bargain collectively or to make every reasonable effort to conclude a collective agreement.

During the period from September 1, 1948, to March 31, 1958, the Minister of Labour received seven such complaints under Section 43 of the Act. Two complaints were withdrawn and the Minister referred five complaints to the Canada Labour Relations Board for investigation (for results, see chapter on "Canada Labour Relations Board").

Applications to the Minister for Consent to Prosecute

The Minister received no applications for consent to prosecute under Section 46 of the Act during the period April 1, 1957, to March 31, 1958.

During the period from September 1, 1948, to March 31, 1958, the Minister received 15 applications for consent to prosecute. Seven applications were granted, two were refused, two were referred to industrial inquiry commissions and settled, one was referred to a conciliation officer and settled, one was withdrawn and two lapsed.

Complaints to the Minister of Violation of Provisions of the Act

Under Section 44 of the Act a person claiming to be aggrieved because of an alleged violation of any of the provisions of the Act may make a complaint in writing to the Minister of Labour, who is empowered to have the complaint investigated by a conciliation officer or by an industrial inquiry commission.

Nine complaints under Section 44 were made to the Minister from April 1, 1957, to March 31, 1958.

From September 1, 1948, to March 31, 1958, 25 complaints under Section 44 were made to the Minister. In nine cases the Minister appointed industrial inquiry commissions under Section 56 of the Act to investigate the complaints, resulting in every case either in a settlement being secured or in the complaint being dismissed. Four complaints were settled by conciliation officers, seven were withdrawn, three lapsed, one developed into an application for consent to prosecute, and one was pending on March 31, 1958.

Industrial Inquiry Commissions Under the Act

Under Section 56 of the Act the Minister of Labour is empowered to appoint an industrial inquiry commission in order to make any inquiries the Minister thinks fit regarding industrial matters, and, in particular, may require such a commission to investigate and report to him in respect of an alleged violation of any of the provisions of the Act upon receipt of a complaint in writing from a person claiming to be aggrieved.

During the year, three industrial inquiry commissions were appointed. Since the inception of the Act, 23 such appointments have been made.

Canada Labour Relations Board

The Industrial Relations and Disputes Investigation Act established the Canada Labour Relations Board as an agency of administration. The Board has responsibility for those provisions of the Act which concern (1) the certification of trade unions as bargaining agents for appropriate units of employees so that such agents may bargain collectively with the employers of the employees affected, (2) the writing of procedures for application to collective agreements for the final settlement of disputes concerning the meaning or violation of such agreements, and (3) the investigation of complaints made to the Minister that a party has failed to bargain collectively in good faith.

The Canada Labour Relations Board has authority to determine the proper time of making application for certification under certain conditions; to determine the appropriateness of a unit of employees for collective bargaining; to hold votes of employees for the purpose of determining whether bargaining agents have the support of the employees affected; to certify trade unions as bargaining agents of employees in appropriate units; to reject as bargaining agents trade unions which are dominated or influenced improperly by employers; to revoke or revise decisions, orders or certificates; to issue orders requiring parties to bargain collectively; to determine who is a member in good standing of a trade union, and to determine who is an employee or employer within the meaning of the Act.

The Board is composed of four representatives of organized labour and four representatives of employers' organizations, with an independent chairman. There is also a vice-chairman who acts as chairman in the absence of the latter. Officers and staff of the Industrial Relations Branch of the Department of Labour act as officers and staff of the Board.

Rules of Procedure

The Rules of Procedure of the Board, made under Section 60 of the Act, prescribe the procedure to be followed in those provisions of the Act which fall within the administrative jurisdiction of the Board. In addition, the Rules of Procedure set forth the criteria for determining a member in good standing of a trade union, a quorum of the Board, and the powers of the Chief Executive Officer of the Board in taking votes of employees.

Hearings of the Board

During the year, the Board met for a total of 22 days, usually holding one or two-day sessions each month. In addition to other activities, statistics of which are given below, hearings were held either at the wish of the parties concerned or by direction of the Board. Forty-six employers, 29 trade unions, and various other parties were represented before the Board.

Approximately two-thirds of the meeting time of the Board was occupied in hearing these oral representations. The majority of the cases coming to the attention of the Board are decided without the necessity of oral representations.

Certification Proceedings Under the Act

During the year the Board received 112 applications for the certification of bargaining agents which directly affected 9,212* workers. The Board disposed of another 14 applications for certification which were under investigation at the close of the previous fiscal year. Of these 126 applications, which directly affected 9,995* workers, 80 were granted, 18 rejected and 21 withdrawn. At the end of the fiscal year, the remaining seven were still under investigation. During the year the Board ordered 24 representation votes.

From September 1, 1948, the date on which the Industrial Relations and Disputes Investigation Act went into effect, to March 31, 1958, the Board disposed of a total of 859 applications for certification directly affecting some 120,474 workers, 541 applications were granted, 158 rejected and 160 withdrawn. Since September 1, 1948, the Board has ordered 139 representation votes in applications for certification and five votes in applications for revocation of certification.

Complaints of Failure to Bargain Collectively Referred to Board

During the year no complaints made under Section 43 of the Industrial Relations and Disputes Investigation Act, alleging that a party had failed to bargain collectively, were referred by the Minister of Labour to the Canada Labour Relations Board.

From September 1, 1948, to March 31, 1958, the Minister referred to the Board a total of five complaints of failure to bargain collectively. In one case the Board issued an order requiring the respondent to bargain collectively with the complainant and the other four complaints were dismissed on the grounds that Section 43 of the Act did not have application to the matters in dispute.

Applications to Board for Revocation of Certification

Section 11 of the Act provides that, where in the opinion of the Board the bargaining agent no longer represents the majority of employees in the unit for which it was certified, the Board may revoke the certification of the bargaining agent. In addition, under Section 61 (2) of the Act, the Board may reconsider, vary or revoke decisions or orders made by it under the Act.

Two applications for revocation were received during the year, one being granted and one refused. Since the inception of the Act, 20 applications for revocation were received; ten were granted, nine refused, and one withdrawn.

Applications to Board for a Procedure for Final Settlement of Disputes Concerning Meaning or Violation of a Collective Agreement

The Act prescribes in Section 19 that where a collective agreement does not contain a procedure for the final settlement of differences concerning the meaning or violation of a collective agreement, an application may be made to the Board for the provision of such a procedure. Seven such applications were received during the year. Since the inception of the Act, twelve applications have been received; five were granted, three rejected, and four cases were settled without the necessity of a Board order.

*Preliminary estimate, subject to revision.

Fair Wages Policy

The Fair Wages Policy of the federal Government was originally adopted as a Resolution of the House of Commons in 1900, and later expressed in an Act of Parliament and in a series of Orders in Council which were consolidated by Order in Council of December 22, 1954 (P.C. 1954-2029).

The statute referred to is the Fair Wages and Hours of Labour Act. This Act, in addition to providing for the payment of "fair wages" on construction contracts also limits the working hours on such projects to eight per day and forty-four per week.

Regulations under the Fair Wages and Hours of Labour Act, in effect since 1940, were revised on December 22, 1954, by Order in Council P.C. 1954-2030 to provide further that all cases of default in the payment of wages to employees by the contractor or other party charged with payment of wages under a contract shall be referred to the Minister for investigation and determination of the amount in default, and also to provide that where a department has occasion through a breach of contract by a contractor to seize his security and to withhold moneys due under a contract, the department shall immediately notify the Deputy Minister of Labour.

A more detailed account of the Fair Wages Policy and the Fair Wages and Hours of Labour Act appears on pp. 26-28 of the Annual Report of the Department of Labour for the fiscal year ending March 31, 1950.

Wages and Conditions applying on Works of Construction, Repair, Remodelling and Demolition

During the year the Department issued 2,352 schedules of Fair Wages and Conditions of Employment compared with 2,158 during the fiscal year 1956-57 and 2,245 during the fiscal year 1955-56. The value of contracts reported to the Department as having been awarded during the last fiscal year was $327,288,750 compared with $419,899,605 for the fiscal year 1956-57. During the year under review $96,129.16 was collected from 116 contractors for distribution to 3,063 workers. During the fiscal years 1956-57 and 1955-56 collections totalled $106,680.57 and $64,354.96 respectively.

Wages and Conditions Applying on Contracts for the Manufacture of Supplies and Equipment

Departments awarding contracts for the manufacture of supplies and equipment are required to include the standard labour conditions as a provision of the contract. During the year 1,531 contracts were awarded, with an approximate value of $9,483,247. During the same period 87 statutory declarations listing the classifications of workers employed on such contracts, their wage rates and hours of work were submitted to the Department for review.

All complaints with respect to failure of contractors to observe provisions of the labour conditions of contracts were investigated. A policy of regular inspections is also maintained, and during the fiscal year Fair Wage Officers made 372 inspections of the wages and hours and other labour conditions, including the non-discrimination provision, being observed by contractors on government contracts. In addition, 151 inspections were made of the overtime rates being paid on contracts where permission was granted to exceed the statutory hours of work.

Prevailing Rate Employees

By Order in Council P.C. 1053 of June 29, 1922, a number of classifications of employees were exempted from the operation of the Civil Service Act and provision was made that: the selection of employees for these exempted classes be left entirely in the hands of the employing department; the compensation shall not exceed the salaries provided in the classification schedules; and where no classification schedule exists the rate of pay shall be such as is recommended by the Department and approved by the Governor General in Council. In subsequent years various Orders in Council were passed extending the exemptions of the original Order.

Treasury Board Order T.B. 524300 of November 15, 1957, effective January 1, 1958, amended and consolidated the previous Prevailing Rate Employees General Regulations and established, among other things, the method of determining the rate of pay of these exempt employees. The rate of normal pay and the rate and conditions of extra pay for these employees in each unit in the public service is fixed by Treasury Board after receipt by the Board of a submission from a department that is based upon a recommendation of the Department of Labour.

T.B. 526001 of December 20, 1957, effective January 1, 1958, amended and consolidated the previous Ships' Officers Regulations and provided, among other things, that the salary rates of officers on government ships shall be determined or approved by the Treasury Board on the recommendation of the appropriate department based on recommendations of the Department of Labour, which recommendations shall be based on rates of salaries prevailing in the appropriate area of employment for similar classes of work.

The Ships' Crews Regulations T.B. 526000 of December 20, 1957, effective January 1, 1958, amended and consolidated the previous Ships' Crews Regulations and provided that the rate of salary of an employee or class of employees shall be such as is determined or approved, from time to time, by the Treasury Board on the recommendation of the appropriate department based on recommendations of the Department of Labour, which recommendations shall be based on rates of salaries prevailing in the appropriate area of employment for similar classes of work.

T.B. 482506 of February 8, 1955, the Commissionaire Services Regulations, effective April 1, 1955, revoked T.B. 434590 and included the provision that amounts payable under agreements between government departments and Canadian Corps of Commissionaires should be based on such rates for each Commissionaire supplied by the Corps as the Treasury Board, after consultation with the Department of Labour, approves.

There are about 40,000 prevailing rate employees exempt from the operation of the Civil Service Act in the Government service. They are employed in public buildings, parks, forests, on canals, special projects and government vessels. This number does not include about 3,700 Commissionaires of the Canadian Corps of Commissionaires whose services are utilized by government departments and agencies at various locations across Canada.

During the year 9,587 wage rate recommendations were made for the establishment of rates of pay for prevailing rate employees of the Government. Approximately 540 different occupational classifications were represented in these recommendations. The corresponding figures for the fiscal year 1956-57 were 8,663 recommendations involving about 450 occupational classifications.

During the year field officers of the Department conducted 302 surveys to obtain information about wage rates paid by private employers in the many areas across Canada where prevailing rate employees of the Government were also employed. In determining the appropriate rates for these employees, the wage returns collected by the Economics and Research Branch, the wage rates established by collective agreements and the wage rates specified in some provinces by legislation were also examined. In the fiscal year 1956-57 these surveys numbered 356.

Labour-Management Co-operation Service

The Labour-Management Co-operation Service of the Branch has carried on the work of encouraging labour-management co-operation through the formation of joint consultation committees since May, 1947. Previously this work was administered by the Industrial Production Co-operation Board.

The Labour-Management Co-operation Service was established in recognition of the valuable work done during World War II by labour-management production committees in many vital industries. The Department has had the continuing support of major national employer and labour organizations in this work.

An advisory committee comprised of representatives of employers' associations and the trade union movement advises the Minister on matters relating to the administration of the Service. The committee was established under Order in Council P.C. 2527, dated May 30, 1951.

During the years since the Labour-Management Co-operation Service was formed there has been a steady growth in the number of labour-management committees, and continuing evidence of wider acceptance of joint consultation by industry and labour. At the close of the fiscal year, the Department had a record of 1,382 labour-management committees.

According to the latest figures available approximately 410,000 Canadian workers are represented on these established committees. All major industrial classifications including manufacturing, transportation, mining, service, communications, retail and wholesale trade, construction, and finance are covered by these committees.

The Service maintains a staff of trained Industrial Relations Officers in various locations from coast to coast. Branch offices are located at Amherst, Nova Scotia; Montreal and Three Rivers, Quebec; Toronto, Hamilton, and Windsor, Ontario; Winnipeg, Manitoba; and Vancouver, British Columbia.

As an aid to the promotional work of its field representatives, the Service prepares and distributes printed material, research data, films, and other information. During the year, the research and publicity staff answered many enquiries concerning labour-management co-operation and the operation of labour-management committees. Articles for publication in labour and other periodicals were also produced as well as other types of information and material.

During the fiscal year work was completed on a new booklet, *Labour-Management Co-operation Through Joint Consultation*. This booklet, published in English and French, is a further step in the Department's program to provide information to management and labour on joint consultation through labour-management committees. At the close of the year printing of this booklet was in its final stages.

A second booklet, published in English and French, *Teamwork in Action,* containing a selection of articles on the operation of labour-management committees reprinted from *Teamwork in Industry,* was also nearing completion at the end of the year.

A regular bulletin, *Teamwork in Industry,* containing ideas and information on industrial relations, human relations, and other topics of interest was issued monthly. During the year the combined circulation, English and French, averaged 15,000 copies per month. A condensation of the highlights in this publication appeared monthly in *The Labour Gazette.*

A new series of posters, illustrating various phases of joint consultation and union-management co-operation was issued. Each of these posters has an accompanying pay envelope message amplifying the subject of the poster. During the year requests for 34,035 posters and 181,280 pay envelope messages were received from established committees. This was an increase in demand of 14,000 posters and 49,000 pay envelope messages over the previous fiscal year.

Among the activities most frequently reported by labour-management committees were the following: measures to promote better understanding between management and labour, improved production efficiency, improved quality, accident prevention, good housekeeping, improved communications, reduced waste, and reduced absenteeism.

The Canada Fair Employment Practices Act

The Canada Fair Employment Practices Act came into effect on July 1, 1953. It applies to employers and trade unions whose operations fall within federal jurisdiction and is designed to prevent and eliminate discrimination in employment based on race, colour, religion or national origin.

Under the Act, no employer may discriminate against any person in regard to employment because of his race, colour, religion or national origin, and no trade union may exclude anyone from membership or discriminate against anyone in regard to membership or employment on these grounds. The Act prohibits the use of advertisements, application forms or other inquiries in connection with employment which express, directly or indirectly, any limitation, specification or preference as to race, colour, religion or national origin. The use of employment agencies which practise discrimination is also forbidden.

During the year, as part of a continuing program of educational publicity under the Act, two new radio scripts were prepared and broadcast and two other radio plays prepared in the 1956-57 fiscal year were also broadcast. A series of radio talks by representatives of employers, organized labour, the churches and universities was broadcast during the year and mimeographed copies of the radio talks as well as the radio plays were widely distributed. A new pamphlet on discrimination in employment was prepared and will be distributed in the early part of the next fiscal year. Other pamphlets and promotional material were given large scale distribution. Advertisements concerning the provisions of the Act were placed again in the foreign language press during the year. Officers of the Department attended seven conferences on discrimination in employment sponsored by trade union organizations and other groups. Officers of the Department also attended the 1957 ILO conference to give consideration to the first draft of an international instrument for the prevention of discrimination in employment.

During the year seven complaints made under the Act, were settled. Since inception of the Act, 27 complaints have been made, all of which were settled.

Female Employees Equal Pay Act

The Female Employees Equal Pay Act came into effect on October 1, 1956. The Act applies to employers and employees engaged in works, undertakings and business coming within federal jurisdiction.

The Act, in its principal provision, prohibits an employer from employing a female employee for any work at a rate of pay that is less than the rate at which a male employee is employed by that employer for identical or substantially identical work. A difference in rates of pay for male and female employees doing identical or substantially identical work does not contravene the Act when such difference is based upon factors other than sex which normally justify different rates of pay.

Complaints under the Act may be made in the first instance to the Minister of Labour. Such complaints may be referred by the Minister to a Fair Wage Officer who will make an investigation and endeavour to effect a settlement. If no settlement follows, the complaint may be referred to a referee for final decision after hearing the parties concerned. The referee may order the adjutment of wages paid to female employees.

Following proclamation of the Act extensive publicity was given to its provisions. The co-operation of employers and trade unions was sought in giving effect to the purpose of the Act and its effective administration. Employers to whom the Act applied were asked to review their present practices with respect to remunerating female employees in the light of the provisions of the Act in order to avoid the possibility of any conflict with the legislation.

No formal complaints have been received since the inception of the Act.

Canadian Government Annuities

The Government Annuities Act (R.S.C., 1952, c. 132), passed in 1908, authorized the sale of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age".

Annuities are sold to persons resident or domiciled in Canada, by application made directly to the Annuities Branch of the Department of Labour at Ottawa or to any one of the Annuities Representatives located in 48 communities across Canada. Full information is available to the public through these sources or from the nearest Accounting Post Office. The Government Annuities scheme is also brought to the attention of the public by advertisements in newspapers and periodicals.

A Canadian Government Annuity is a yearly income of not less than $10 and not more than $1,200, payable in monthly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding 20 years, or for life, whichever period be the longer. Annuities may be deferred or immediate. Deferred annuities are generally for purchase by younger persons desiring to provide for their old age by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are mainly for purchase by older persons no longer gainfully employed who wish to obtain immediate income in return for their accumulated savings. Premiums may be paid at any Accounting Post Office or sent to the Annuities Branch at Ottawa.

Any society or association of persons may contract for the sale to its members, or employers of Labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years employers of labour have made extensive use of Government Annuities for pensions for their employees. Both contributory and non-contributory plans are underwritten. In contributory plans employees and employer share the cost. In non-contributory plans the employer pays the entire cost. About 60 per cent of the premiums come from pension plans.

Financial Statement

From September 1, 1908, the date of inception of the Annuities Branch, up to March 31, 1958, the number of new individual contracts and certificates issued was 452,053. Table 1 shows the number of individual contracts and certificates issued and net premium receipts, the number for this year being 17,937. Of these 861 were immediate annuities, 5,840 were contracts with individual annuitants for deferred annuities, and 11,236 were certificates issued under all group contracts, i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year under new group contracts. At the end of the year there were 1,133 group contracts, under which 192,820 active registrations were in effect (compared with 179,434 for the previous year), and 23,374 persons had been retired on pension.

The total net premium receipts since September 1, 1908, were $1,102,778,001.54, net premium receipts for the year being $62,149,627.18. These sums represent total premium receipts less premiums refunded without interest because of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1958, was $1,047,641,226 (See Table 2). This included the sum of $1,184,466.48 transferred to maintain the reserve.

On March 31, 1958, annuity payment was being made under 76,467 contracts and certificates and was deferred under the remaining 327,390 (See Table 3). The total amount of annuity payable under vested contracts was $39,386,670, an average of $515 per contract. The value of all outstanding liabilities was $1,047,641,226.

Analysis of Vested Annuities

Tables 4(A) and (B) were compiled from data regarding vested contracts (those under which annuity was being paid) in effect on March 31, 1958, under the first five classes in Table 3 (existing single lives). The number of contracts analysed was 68,014, an increase of 2,362 over the number for the previous year. From Table 4(A), which shows the distribution of contracts by amount of annuity, it may be seen that 61.9 per cent of the annuities were for amounts under $600. It should be noted that many annuitants have more than one annuity. In Table 4(B) the classification is by sex and age of annuitant and shows the largest age group to be 70-79. The arithmetic average of attained ages under these vested contracts was 69.4 years, an increase of 0.2 years over the previous year.

Under vested annuity contracts, 3,254 deaths were reported during the year, the average age at death being 76.1 years, an increase of 0.3 years over the previous year.

Since the inception of the Act, 23 annuitants, nine men and fourteen women, have attained the age of 100 years. Five of them were still living at the end of the year.

Registered Retirement Savings Plans

Registered Retirement Savings Plans have been very popular. Approximately 10,000 old contracts were registered during the year, 4,587 new contracts were registered, and the premiums paid under these plans amounted to about $6,800,000.

Premium Rates

The new rate schedule effective April 1, 1957 is from 3 to 6 per cent lower than the previous schedule. It has probably increased the number of deferred annuities sold over the number for the previous year. The increase cannot be measured precisely, because the new income tax legislation also stimulated the sale of annuities. In the year the new deferred annuities consisted of 4,587 Registered Retirement Savings Plans and 1,253 non-registered contracts, a total of 5,840 contracts. In the previous year 5,026 deferred annuities were sold.

TABLE 1—Number of Individual Annuity Contracts and Certificates issued and Net Premium Receipts

Fiscal Year Ending March 31	Individual Contracts Issued	Group Certificates Issued	Total Contracts and Certificates Issued	Net Premium Receipts "000" Omitted
1908–53*	151,163	199,061	350,224	773,286
1954	5,305	13,161	18,466	64,380
1955	6,242	18,300	24,542	68,594
1956	6,799	15,672	22,471	69,945
1957	5,937	12,476	18,413	64,421
1958	6,701	11,236	17,937	62,149
Totals	182,147	269,906	452,053	1,102,778

* From Sept. 1, 1908 to Mar. 31, 1953.

TABLE 2—Government Annuities Fund Statement for the Year Ending March 31, 1958

Fund	
Fund, April 1, 1957	$ 989,285,939.00
Receipts, 1957-58, less disbursements	57,170,820.52
Transfer to maintain reserve	1,184,466.48
Fund, March 31, 1958	$1,047,641,226.00
Liabilities	
Valuation of annuities outstanding (See Table 3)	$1,047,641,226.00
Receipts	
Immediate annuities	$ 4,900,533.31
Deferred annuities	57,779,568.42
Interest to March 31, 1958	38,448,256.00
Total	$ 101,128,357.73
Disbursements	
Vested annuities	$ 38,389,610.25
Commuted values	666,779.87
Premiums returned with interest (including instalment death benefits)	3,664,920.04
Premiums returned without interest	530,474.55
Employee withdrawal payments (pension plans)	694,573.18
Unclaimed annuities transferred to C.R.F. (Net)	11,179.32
Total	$ 43,957,537.21
Receipts less disbursements, 1957-58	$ 57,170,820.52
Total	$ 101,128,357.73

DISTRIBUTION

Interest Rate	Fund at 31/3/58
4 %	$ 803,374,761.00
3 %	86,423,624.00
3½%	157,842,841.00
Total	$1,047,641,226.00

TABLE 3—Valuation, March 31, 1958, of Annuity Contracts and Certificates

Classification	Number	Amount of Annuity $	Present Value of Annuities in Force $
Vested:			
Males, ordinary annuities	15,772	7,217,260	55,605,697
Females, ordinary annuities	19,243	7,437,370	70,413,079
Males, guaranteed annuities	15,894	9,234,519	100,733,826
Females, guaranteed annuities	12,757	6,943,053	93,994,179
Reducing at age 70	4,348	4,274,377	32,860,537
Last survivor ordinary	3,430	1,682,216	20,920,923
Last survivor guaranteed	695	422,237	6,008,891
Annuities certain	3,538	1,987,271	8,051,344
Temporary annuities	790	188,367	803,235
Total Vested	76,467	39,386,670	389,391,711
Deferred contracts and certificates	327,390	.....	657,737,079
Death benefits by instalments	.....	.....	423,712
Advance premiums	.....	.....	88,724
Totals	403,857	.....	1,047,641,226

TABLE 4—Vested Annuity Contracts, Single Life Only, In Force on March 31, 1958

(A) By Amount of Annuity

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than $300	25,522	37.5	37.5
$300 and less than $600	16,599	24.4	61.9
$600 and less than $900	11,666	17.2	79.1
$900 and less than $1,200	4,308	6.3	85.4
Exactly $1,200	8,546	12.6	98.0
Over $1,200*	1,373	2.0	100.0
Totals	68,014	100.0	.....

* Including annuities reducing to less than $1,200 at age 70.

(B) By Sex and Age of Annuitant

	Male		Female		Totals		
Age Attained	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40	379	1.1	593	1.8	972	1.4	1.4
40–49	728	2.1	1,081	3.2	1,809	2.7	4.1
50–59	2,107	6.1	3,454	10.4	5,561	8.2	12.3
60–69	12,384	35.7	11,240	33.8	23,624	34.7	47.0
70–79	15,684	45.1	11,578	34.8	27,262	40.1	87.1
80–89	3,234	9.3	4,799	14.4	8,033	11.8	98.9
90 and over	204	0.6	549	1.6	753	1.1	100.0
Totals	34,720	100.0	33,294	100.0	68,014	100.0	.....

Special Services

The Special Services Branch was organized in 1950 to handle projects which develop from time to time and which do not fall within the purview of other branches of the Department. The main responsibilities of the Branch during the year were as follows:

1. The Federal-Provincial Farm Labour Program.
2. Organized movements of workers between Canada and the United States.
3. Participation in the program to stimulate winter employment.
4. Reception and distribution of certain immigrant workers.
5. Recruitment and counselling of prospective immigrants.
6. Liaison with associations and employers in the forest industry in regard to their manpower problems.

Federal-Provincial Farm Labour Program

To assist the provinces in carrying out their farm labour programs, agreements covering operations for the fiscal year 1957-58 were entered into with each of the provinces except Newfoundland. Under the agreements, the Federal Government and the provinces shared expenses incurred in organizing the more efficient use of manpower in agriculture and in recruiting, transporting and placing workers on farms and in related industries. The amounts allocated to the provinces under these agreements were: Prince Edward Island, $5,000; Nova Scotia, $10,000; New Brunswick, $5,000; Quebec, $20,000; Ontario, $45,000; Manitoba, $20,000; Saskatchewan, $40,000; Alberta, $55,000; and British Columbia, $25,000.

As in previous years, it was necessary to move large numbers of workers within the provinces to meet seasonal requirements. Included were workers for small fruit picking, truck gardening and canning crops, sugar-beet growing, tobacco harvesting, tree-fruit harvesting, potato picking, and hay and grain harvesting.

When the demand for farm workers could not be met within a province, arrangements were made to move workers between provinces. Details of the organized interprovincial movements are set out in the following table:

TABLE 1—Interprovincial Farm Labour Movements During the Fiscal Year Ended March 31, 1958

Type of Movement	From	To	Number of Workers
Hay Harvesters	Prairies	Ontario	55
Hay Harvesters	Maritimes	Ontario	555
Grain Harvesters	Ont., Quebec	Prairies	176
Fruit Pickers (Students)	Quebec	Ontario	30
Potato Pickers	N.S., N.B.	P. E. Island	716
Sugar Beet Thinners	Saskatchewan	Alberta	450

Immigration, as in recent years, was an important factor in meeting farm labour requirements. During the calendar year 1957, 10,838 immigrants of working age and classified as agricultural workers were admitted to Canada.

Officials concerned in the administration of the Federal-Provincial Farm Labour Program meet annually at Ottawa to review the year's operations and to make plans for meeting labour requirements in agriculture and related industries during the coming year. The 15th Federal-Provincial Farm Labour Conference was held in Ottawa, December 5 and 6, 1957, and was attended by representatives from all provinces except Newfoundland, head office and regional officials of the National Employment Service, and officials of the Federal Departments of Citizenship and Immigration, Agriculture and Labour. Representatives of the Canadian Federation of Agriculture, the United States Department of Labor, the Canadian National Railways and several embassies in Ottawa also attended.

Organized Movements of Workers Between Canada and the United States

The shortage of woods labour in the northern New England States and the availability of skilled woods workers in the border areas of Quebec and New Brunswick led to an arrangement during the war years whereby Canadian woods workers could be recruited by approved American employers under a quota arrangement. This arrangement has been continued in the post-war years, with changes considered necessary in the agreement being worked out between the Department of Labour of Canada and the United States Department of Labor. The present quota stands at 9,000. Applications for Canadian woods workers are cleared by United States Immigration and Department of Labor authorities after they have established that United States workers are not available in the numbers required. Allocations are then made in accordance with the agreement.

The numbers of Canadian woods workers employed in the United States on specified dates during the period 1950 to 1957 were as follows:

TABLE 2—Numbers of Canadian Woods Workers Employed in the United States at Four Specified Dates During the Years 1950 to 1957, inclusive

	March 1	June 1	September 1	December 1
1950	1,800	2,400	2,950	5,500
1951	5,848	4,570	6,324	7,495
1952	5,825	4,950	4,750	4,525
1953	4,100	3,670	3,848	4,875
1954	3,996	3,589	3,414	4,742
1955	3,833	4,893	5,978	7,548
1956	6,162	4,810	6,444	6,687
1957	4,455	5,582	3,962	2,666

There is a very high turnover on these woods operations in the United States and men are crossing the border almost continuously to take jobs. Therefore, the figures shown in Table 2 do not represent the total number of men who have been employed.

For many years, there have been seasonal movements of various classes of agricultural workers to and from the United States, such as the movement from Quebec and New Brunswick to assist in the harvesting of potatoes in Maine, and the movement of tobacco curers from the United States to Quebec and Ontario.

In recent years, these movements have been placed on an organized basis through agreement with the United States authorities. Particulars of such organized movements between the United States and Canada during the fiscal year are shown in Table 3.

TABLE 3—Movements of Farm Labour Between Canada and the United States during the Fiscal Year Ended March 31, 1958

Type of Movement	From	To	Number of Workers
Potato Pickers	Que., N.B.	Maine	6,697
Maple Sugar Harvesters	Quebec	New England States	400
Bean Harvesters	New Brunswick	Maine	353
Tobacco Workers	Southern States	Ont., Que.	4,056
Apple Pickers	Quebec	New York State and Maine	224
Apple Pickers	Vermont	Quebec	122
Potato Planters	New Brunswick	Maine	176
Blueberry Harvesters	New Brunswick	Maine	70

Stimulation of Winter Employment

The Branch provides the secretariat for the Winter Employment Working Committee, the Interdepartmental Committee on Winter Employment and three sub-committees.

The Winter Employment Working Committee, composed of officials of the Department and the Unemployment Insurance Commission, held 11 meetings during the year. This Committee was set up in 1954 to explore ways of stimulating winter employment and has been increasingly active each year.

The Interdepartmental Committee on Winter Employment was constituted as a result of the Cabinet directive on winter employment. This Committee is composed of senior officials of the Departments of Defence Production, Finance, Labour, National Defence, Public Works and Transport, the Unemployment Insurance Commission, Central Mortgage and Housing Corporation, and Defence Construction (1951) Limited. It was active during the year in the promotion of winter employment.

The Committee has set up separate sub-committees to deal with new construction, maintenance and repair, procurement and measurement of results. Liaison officials, with whom the Department of Labour and the Treasury Board make contact, were named in each government department and agency. These officials are kept advised of committee and sub-committee activities and are supplied periodically with information which might help them in efforts to provide more winter employment.

Provisions for Increased Winter Employment

All federal government departments and agencies concerned with construction have provisions in their specifications designed to ensure a maximum of winter work. As a matter of general practice, maintenance, repairs and alterations are now carried out wherever feasible in the winter. Departments and agencies concerned with this type of work submit each autumn a list of jobs they propose to carry out during the winter and then follow up with a report on work actually carried out the following spring. Requisitions for expenditures of $25,000 or more, or which call for three months production, are specially examined and orders are placed so they will have a maximum effect on winter employment.

Close liaison was maintained with the Joint Committee on Wintertime Construction, formed by the Canadian Construction Association to examine the seasonal problems in the construction industry and stimulate action to increase winter employment. Through addresses by officials of the Association at various centres and the activities of building exchanges and local committees it has helped materially in efforts to increase winter employment in the construction industry from coast to coast.

Educational efforts to encourage more winter employment continued on a national scale and once more at an increased tempo. As in previous years they included radio and television broadcasts, newspaper and magazine articles and paid publicity. In addition large numbers of pamphlets were distributed, and billboards and the publicity devices of the Post Office Department utilized. (For more detail on these activities, see section on Information and Publicity, page 43.) Much of this publicity was designed to assist local campaigns carried out by the National Employment Service Offices and their advisory committees.

Officials from the Branch visited provincial governments at intervals to discuss with them ways of increasing winter employment. National organizations, such as the Canadian Manufacturers Association, the Canadian Federation of Mayors and Municipalities and the National Home Builders Association, were also visited periodically. Close contact was maintained with the railways in order to ensure their co-operation in winter employment efforts and to keep them advised of government action which was being taken. The chartered banks were encouraged to draw attention in their advertising and by counter cards to the availability of home improvement loans for carrying out work during the winter months. Contact was also maintained with other national projects designed to result, at least partially, in increased winter employment, such as Operation Home Improvement and the efforts of the electrical industry to encourage better wiring in homes.

Reception and Placement of Immigrant Workers Who Come Forward in Group Movements

Immigration to Canada during the fiscal year 1957-58 was considerably higher than in the previous year. The number of immigrants who came forward in group movements during the year was 1,685, of whom 1,167 were domestic workers.

The movement of domestic workers from the British West Indies was continued during the year. This movement had proved highly successful during the two previous years. During the year, 196 domestics from the British West Indies were brought to Canada. Of these, 40 came from Barbados, 66 from Jamaica, 30 from British Guiana, 30 from Trinidad, 15 from St. Lucia and 15 from St. Vincent. The selection of workers sent forward was the responsibility of the authorities in the British West Indies and was made in accordance with standards laid down by the Government of Canada. As in the movements of the previous years, most workers paid their own transportation but in some cases Canadian employers advanced the cost of transportation. Eastern Canada received the majority of these domestic workers and the few who were placed in Western Canada had their transportation advanced by their employers from port of entry to place of employment.

Employers requesting the services of workers brought forward in group movements agree to provide employment for at least one year at wages and under working conditions not less favourable to the worker than those which apply to similar classifications of employment in the district. The workers agree to accept the employment for which they are selected or such other employment as may be arranged for them by an authorized representative of the federal Government and to remain in such employment for a period of at least one year.

Handling of Group Movements

Since the inception in 1946 of group movements, 96,728 immigrants have come to Canada in group movements and have been placed in employment through the National Employment Service and the Department of Labour; of the total, 33,760 were farm workers; domestic workers, including single girls and married couples, numbered 24,789, including both single girls and married couples. Table 4 shows the numbers of workers in the various occupational classifications who came forward in group movements from 1946 to 1958.

Departmental Hostel

To provide temporary accommodation for immigrants and a suitable place for interviewing and counselling immigrant workers, the Department continued to operate its hostel at St. Paul l'Ermite, Quebec. Wherever possible, workers coming forward in group movements are sent directly from the port of entry to their final destination but in the case of some categories of workers, including those for placement in domestic work, it is desirable to have employment officers in Canada interview the immigrants prior to placement.

In December 1956, the facilities of the hostel were made available to the Department of Citizenship and Immigration for the reception and temporary maintenance of Hungarian refugees and during the period December 1956 to January 1958 accommodation and meals were supplied to 5,811 Hungarian refugees.

Federal-Provincial Agreements respecting assistance to indigent immigrants are still in effect. Since April 1, 1957, the agreements have been administered by the Department of Citizenship and Immigration, except those with Prince Edward Island and Quebec, which are administered by the Branch.

Recruitment and Counselling of Prospective Immigrants

To provide facilities for Canadian employers wishing to recruit workers from the United Kingdom, the Department, in co-operation with the Unemployment Insurance Commission, maintained a staff working under the direction of the Director of Immigration Service in London, England. The service provided by this staff was in effect an extension of the coast-to-coast clearance system of the National Employment Service in Canada. Under this arrangement, Canadian employers who are unable to obtain the workers they require within Canada may place their orders "in clearance" to the London office. In some cases the employer sends a representative to the United Kingdom to make the final selection following preliminary screening by the Department. In other cases employers rely on department officers to make the final selection.

Another function of the staff in London is to co-operate with the officers of the Department of Citizenship and Immigration in providing a counselling service for prospective immigrants who are seeking information concerning employment prospects and working and living conditions in Canada.

Woods Labour

In view of the importance of forestry as a basic primary industry and its close association with agriculture in regard to manpower, the Special Services Branch maintains close liaison with associations and individual employers in the forest industries with particular reference to their manpower problems.

Because of reduced activities in the forest industries, there was a surplus of woods workers in all areas and no difficulty was experienced in meeting the demand for labour.

TABLE 4—Workers Brought to Canada in Group Movements by Fiscal Years

Classification	1946-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	Total
Woodworkers	3,473	10	887	2,639	.....	.....	.....	.....	.....	.....	7,009
General Labourers	1,106	13	1,636	3,969	161	264	228	.....	.....	200	7,577
Miners	2,967	957	649	1,606	.....	.....	.....	.....	.....	.....	6,179
Farm Workers											
Single Male	7,355	1,602	1,272	3,519	2,268	2,448	332	176	264	36	19,272
Couples	356	690	290	534	80	478	26	16	8	.....	2,478
Families*	5	118	86	196	48	166	16	2	2	24	663
Sugar Beet Workers	.....	233	245	26	.....	.....	.....	.....	.....	.....	504
Sugar Beet Families	772	1,138	704	1,185	1,073	1,506	466	367	115	.....	7,326
Spanish Farm Families	.....	.....	.....	.....	.....	.....	.....	.....	.....	258	258
Special Church Groups	.....	340	532	969	832	405	181	.....	.....	.....	3,259
Construction											
Hydro	2,048	452	.....	.....	.....	.....	.....	.....	.....	.....	2,500
Truck Maintenance	2,131	251	298	890	925	1,142	600	.....	.....	.....	6,237
Other	248	13	.....	.....	.....	.....	.....	.....	.....	.....	261
Manufacturing											
Metal	366	10	.....	.....	.....	.....	.....	.....	.....	.....	376
Textile and Apparel	2,932	432	38	256	.....	.....	.....	.....	.....	.....	3,658
Boot and Shoe	98	10	14	11	.....	.....	.....	.....	.....	.....	133
Other	67	74	.....	.....	.....	.....	.....	.....	.....	.....	141
Services											
Domestics	7,794	1,307	625	1,337	1,802	3,318	1,814	1,047	1,416	1,167	21,627
Domestic Couples	500	700	476	862	14	224	68	2	.....	.....	2,846
Widows with Children	94	104	24	43	.....	1	5	.....	.....	.....	271
Restaurant Workers	.....	13	21	11	.....	.....	.....	.....	.....	.....	45
Nurses	45	21	3	8	.....	.....	.....	.....	.....	.....	77
Miscellaneous	789	1,779	637	826	.....	.....	.....	.....	.....	.....	4,031
Totals	**33,146**	**10,267**	**8,437**	**18,887**	**7,203**	**9,952**	**3,736**	**1,610**	**1,805**	**1,685**	**96,728**

*Figures represent family units. Figures shown in all other categories represent total number of individuals.

Economics and Research Branch

The Economics and Research Branch serves as the central federal agency for economic analysis and research in the labour field. The Branch undertakes studies on wages and working conditions, union organization, collective bargaining, manpower utilization, employment and unemployment, productivity, and occupations, among other subjects.

Basic information for these studies is obtained from regular and special surveys of employers and unions and from government and other statistical research agencies. Some of the survey and analytical work is carried out in close co-operation with other government agencies, including the Dominion Bureau of Statistics, the Unemployment Insurance Commission, and Central Mortgage and Housing Corporation.

The results of the analysis of survey data and of research studies are made available to labour and management, to the United Nations and the International Labour Office, to other government agencies and to the public, through *The Labour Gazette* and various regular and special reports issued by the Branch.

The work of the Branch falls into two broad fields—labour-management relations and manpower.

The Labour-Management Division comprises four sections: the Wages Section, which obtains information on wages and hours of work in industry; the Working Conditions and Social Analysis Section, which compiles data on conditions of work and related subjects; the Collective Bargaining Analysis Section, which examines the extent of union organization in industry, collective bargaining, and the provisions of collective agreeements; and the Research and Development Section, which develops new areas of research and conducts special studies.

The Manpower Division also comprises four sections: the Research and Development Section, which co-ordinates research work done in the Division and develops new areas of research; the Employment and Labour Market Section, which analyzes present and future manpower requirements and supplies, and studies special aspects of employment, including productivity, mobility and seasonality; the Occupational Analysis Section, which prepares the "Canadian Occupations" series of publications and filmstrips, and occupational wage-reporting schedules, and performs basic research in the field of skilled manpower resources; and the Professional Manpower Section, which maintains a register of engineers and scientists, prepares bulletins based on information obtained from the register, undertakes research in the field of professional manpower, compiles reports for the ILO, and deals with special subjects.

Wages

The annual survey of wage rates and standard hours of labour, currently covering some 13,500 establishments, was made as usual on October 1. Information obtained from this survey is published annually in the bilingual report *Wage Rates and Hours of Labour in Canada.* The 39th edition of this report, covering the 1956 survey, was prepared during the year. The report provides statistical information on average wage rates and on the predominant range of wage rates by occupation, industry, region or city, as well as index numbers of average wage rates on an industry basis.

The report is published in two forms. Statistical tables for individual industries are now issued in loose-leaf form as they become available. Later in the year, all the tables are published under one cover. During the year the last of the loose-leaf tables was issued in July, a much earlier date than under the former system.

Articles on wage rates, based mainly on data obtained from the 1956 survey, were published in *The Labour Gazette*. The results of two sample surveys of general changes in wage rates between October 1, 1956 and October 1, 1957 were also published in *The Labour Gazette*.

The 1956 edition of the annual report *Wages and Hours in the Primary Textiles Industry* was published during the year.

A substantial volume of wage enquiries from management and labour was handled by the Branch. Information on wages was also supplied to government agencies and the International Labour Office.

A considerable amount of developmental work to improve the quality and efficiency of the wages survey was undertaken during 1957.

Working Conditions

Questionnaires requesting information on various aspects of working conditions are sent out each April to approximately 13,500 employers, most of whom have 15 or more employees. As a result of this annual survey, information is obtained on such conditions of work as standard daily and weekly hours, annual paid vacations, statutory holidays, pension and insurance plans, rest periods, and group hospital-medical insurance plans. Several articles based on the survey were published in *The Labour Gazette* during the year. In addition, a mimeographed report on working conditions in the various industries covered by the survey was issued, entitled *Working Conditions in Canada, April 1957*. This report was made available on request.

Statistics on working conditions in retail trade were compiled for the principal Canadian cities. Special inquiries from employers, unions, research organizations and government agencies and departments were dealt with as they arose.

Industrial Injuries

The Branch made considerable progress in the co-operative program with the provincial workmen's compensation boards for compiling statistics on industrial injuries based on a nationally uniform method of reporting. It is hoped that in the near future nation-wide statistics on industrial injuries, fatal and non-fatal, will be available to the public for a number of industries. For many years, reports on industrial fatalities have been published on a regular basis in *The Labour Gazette*.

In response to a request from the elevator inspecting agencies of the various provinces, the Branch assisted in drawing up a common form for reporting details of elevator accidents and acted as a clearing house for the dissemination of information on such accidents.

Labour Organization in Canada

The *Annual Report on Labour Organization in Canada,* is prepared each year; it is based on information obtained from questionnaires sent to all unions and their locals during the first three months of the year. The report presents

statistical and analytical information on labour organization and incorporates a directory of such organizations, showing membership figures, affiliations, the names and addresses of officials and the names of official publications.

Collective Bargaining

Each month a section on collective bargaining is included in the "Current Manpower and Labour Relations Review" appearing in *The Labour Gazette*. This section describes significant negotiations that are under way and important agreements that have been reached, as well as the larger strikes and lockouts. A recent innovation is the monthly publication of federal-provincial conciliation statistics on cases of disputes arising from the negotiation, renewal or amendment of collective agreements.

Since its inception in 1900, the Department has maintained records of strikes and lockouts in Canada. Monthly statistics are published in *The Labour Gazette* on the duration of strikes and lockouts, their cause and how they were settled. A review for each calendar year is published as a Report as early as possible in the year following, under the title *Strikes and Lockouts in Canada.*

Collective Agreements

The Branch obtains copies of as many Canadian collective agreements as possible; at present more than 7,000 current agreements are on file. The number of workers under agreement in 1956 was approximately 1,638,000. A number of analytical studies of these agreements was prepared during the year and many of them appeared in *The Labour Gazette.*

Employment and Labour Market

The Branch continued to keep the Government and the public informed on current and prospective labour market conditions, and provided information and advice to officials, agencies or individuals interested in these and related problems.

Some of the results of these studies are published each month in *The Labour Gazette* as a 16-page section entitled "Current Manpower and Labour Relations Review". This Review examines the economic and employment developments in Canada as a whole and in each of the five economic regions. The employment conditions in local labour market areas are also classified and analyzed.

Monthly press releases based on these studies were prepared and issued in co-operation with the Dominion Bureau of Statistics and the National Employment Service. Special restricted statements on the employment situation and particular aspects of it were prepared every fortnight for senior government officials.

Examination and analyses of future developments in the Canadian labour market were continued. This work included an assessment of the employment expectations of a sample of establishments in manufacturing and in selected non-manufacturing industries. A report on this subject, *Employment Forecast Survey,* was sent quarterly to senior government officials. An analysis of the general employment and unemployment outlook, based on economic developments, is prepared each spring and fall and distributed to senior government officials. Reports on layoffs in Canadian industry were also prepared monthly.

In addition to the regular reports on the labour market, one comprehensive article which analyzed the economic and labour market developments in Canada and in the five regions, entitled "Employment Conditions, 1957" was published in the February 1958 issue of *The Labour Gazette.*

Replies were prepared to numerous enquiries and to questionnaires received from specialized agencies of the United Nations.

During the year an increasing amount of time was spent with visiting officials from outside the Government wanting to obtain an appraisal of the developing employment and unemployment situation. Further studies were made of seasonal employment trends, especially as they concern construction.

Requirements for and Training of Skilled Manpower

Work continued during 1957 on the broad program of research on the training of skilled and technical manpower in Canada begun in 1956. The program was designed to obtain information on the changing requirements for skilled manpower in Canadian industry and occupations, to assess the available supplies of manpower and to review the facilities for training skilled workers.

Emphasis has been placed to date on three areas of research, namely: (1) extent and nature of technological changes in industry and their effects on skilled manpower requirements and training needs; (2) how selected groups of specialized workers acquire their skills; and (3) existing public and private training facilities in Canada.

A *Progress Report* outlining the objectives of the skilled and technical manpower research program and presenting the preliminary findings of the studies undertaken in 1956 was issued as Report No. 1 in June 1957. Report No. 2, *Technological Changes and Skilled Manpower: Electrical and Electronics Industry and Heavy Machinery Industry* was completed in August 1957 and presented the findings of the studies undertaken in 1956 in the first area mentioned above. With reference to the third area, a preliminary report on the sheet metalworking trade was issued in June 1957 and on the floor moulding trade in January 1958. Work is now well advanced on the remaining three trades and a final report will be ready shortly.

During the summer and fall of 1957 the Branch carried out further field studies in the areas of technological change and acquisition of skills. Studies were made of technological changes in the household appliance industry and the automobile industry to assess their effects on manpower requirements in more specific occupational terms than was done in the 1956 studies. A survey of engineers was conducted, as an extension of the acquisition of skills study of 1956, to obtain information on the education and training background of engineers as well as on the kind of work they are doing, to document the various sources from which industry obtains engineers and the ways in which they are being utilized. At the year's end, a report on the results of the survey of the houshold appliance industry was nearing completion and work had begun on analysis of the data from the study on engineers.

A survey had been conducted in April 1956 in conjunction with the Branch's annual working conditions survey to obtain more extensive information for selected industries on the number of skilled tradesmen employed, the extent of organized plant training programs for skilled trades, and the ways in which firms were meeting their requirements for skilled tradesmen. A final report on the results of the survey, entitled *Training and Recruitment of Skilled Tradesmen in Selected*

Industries in Canada 1951-1956, was issued in June 1957. A similar survey was conducted in April 1957, the results of which have been tabulated and are in the process of analysis.

Occupational Analysis

The Branch continued to prepare and publish monographs and pamphlets in the "Canadian Occupations" series. Each monograph involves research into an occupation or group of related occupations with respect to historical background, nature of the work, training requirements, advantages and disadvantages, career opportunities and trends in employment. This series of booklets is distributed through a co-operative arrangement with provincial departments of education, as well as through the Queen's Printer. It is designed to help meet the demand for current information on occupations from teachers, vocational guidance counsellors, employment service officers, directors of personnel, union officials, workers moving to other occupations, immigrants and, most of all, from young people faced with the need to select a career.

The English and French texts of two new monographs were completed during the year, *Medical Laboratory Technologist,* and *Careers in Meteorology.* Revised editions of four monographs were prepared in English and French: *Carpenter, Social Worker, Machinist and Machine Operators,* and *Mining Occupations.* A number of other new and revised monographs were in the process of preparation at the year's end.

Numerous enquiries for occupational information were received during the year from individuals in Canada, the United States and countries overseas.

In collaboration with the National Film Board, work continued on the production of occupational filmstrips based on monographs in the "Canadian Occupations" series and providing a visual presentation of the material contained in these publications. Five filmstrips were released during the year: *Draughtsman, Careers in Construction, Machine Shop Occupations, Sheet-Metal Worker* and *Careers in Meteorology.* The filmstrips are intended primarily for use in schools and are available in both English and French from the National Film Board.

Work was continued on occupational wage-reporting schedules used in conjunction with the Branch's annual survey of wage rates and hours of labour. Each schedule covers a particular industry and contains brief descriptions of selected occupations that are considered representative of the industry. During the year a number of additional schedules were completed, bringing the total in use to 83. The purpose of the schedules is to achieve a more uniform reporting of wage rates by occupation. In preparing a schedule, representative establishments in an industry are consulted regarding the adequacy of occupational coverage and descriptions.

Members of the staff engaged in the preparation of occupational wage-reporting schedules also assisted in the work connected with the co-operative field survey being conducted by the Pay Research Bureau of the Civil Service Commission and the Economics and Research Branch. The purpose of this study is to secure information from selected private establishments regarding occupations, the wages and salaries paid, and fringe benefits available, so that comparisons can be made between occupations in the Civil Service and those in private industry and also to effect further improvements in the data collected by the Economics and Research Branch in its annual survey of wage rates and hours of labour.

Professional Manpower

The new system of surveying one-third of all professional people in the Register of Scientific and Technical Personnel each year was put into effect with the launching of the first cycle survey in the summer of 1957. Analysis of the information obtained at that time was completed and will appear in the form of a bulletin early in the next fiscal year. The surveying of the second cycle of all registrants began in January 1958.

Since the Register was inaugurated during the Second World War, Canadian universities and colleges have co-operated in its maintenance by arranging for all engineering and science students graduating each year to complete the questionnaire used as a basis for the Register. A special simplified questionnaire was designed for this purpose and was introduced at the beginning of 1958. Students in their graduating year in engineering and scientific fields are asked, among other things, to indicate their plans for the future (i.e., whether they plan to return to university for further study, whether they have a job, or whether they are looking for a job). This information will be analyzed and published in 1958.

The sixth in a series of surveys to ascertain requirements of employers for professional workers during the next three years was undertaken early in 1958. The results of this survey will be published in the summer of 1958.

A new series of bulletins known as "Professional Manpower Bulletins" was begun during the fiscal year replacing the former "Technical Personnel Bulletin" series. Three bulletins were published during the fiscal year in this series: *Trends in Professional Manpower Supplies and Requirements* (No. 1); *Immigrants in Scientific and Technical Professions in Canada* (No. 2); and *Canadians Studying in the United States for Degrees in Science, Engineering, Agriculture, Architecture and Veterinary Medicine, 1955-1956* (No. 3).

The Branch played an active part in the preparations for and discussions at the third meeting of the Advisory Committee on Professional Manpower held in Ottawa in January 1958. The Committee, first convened by the Department in 1956, has a dual purpose: to serve as a forum for the exchange of ideas and opinions on professional and scientific manpower and to act as a consultative body to assist the Department in its work in this field. The members of the Committee represent professional associations, universities, major employers, and government departments and agencies interested in professional manpower. Reports were prepared for distribution among the participants at this third meeting and an article on the meeting appeared in the February 1958 issue of *The Labour Gazette*.

Using information obtained from the Institute of International Education in New York, which conducts an annual census of foreign students in the United States, the Branch prepared and circulated two directories, the first in April 1957, entitled *Canadians Studying in United States Universities and Colleges for Degrees in Agriculture, Architecture, Engineering, Science and Veterinary Medicine, 1955-56* and a much more comprehensive directory in October 1957, entitled *Canadians Studying for Degrees or Completing Requirements for Professional Certification in United States Institutions in the Academic Year 1956-57*. The first contained the names of, and other information about, some 1,600 Canadians, while the second directory contained similar data for 5,149 Canadians. The purpose of these directories was to draw the attention of Canadian employers to the highly qualified Canadians who were graduating each year from United States universities and colleges and to provide a means whereby these students could be brought into touch with job opportunities in Canada. The National

Employment Service used each directory as a basis for sending a letter to all of these students indicating the assistance which it could provide in finding professional employment in Canada.

Employment of Women

The Branch continued to assist the Women's Bureau of the Department by developing and analyzing data relating to women's employment. A special survey of married women workers was conducted in 1956. The analysis of the results was completed in 1957, and published under the title *Survey of Married Women Working for Pay in Eight Canadian Cities* early in 1958.

The pamphlet *Women at Work in Canada* was completely revised and brought up to date and new material was added. This project is now nearing completion and it is proposed to publish the revised version in 1958.

A number of reports and memoranda were prepared for special purposes. These included: a detailed plan outlining the tabulations that would be required from a proposed census of the Civil Service for a projected publication on women in the Civil Service; an article in *The Labour Gazette,* September 1957, on "The Working Life of Women"; and a lengthy memorandum dealing with "Working Women, Including Working Mothers with Family Responsibilities" prepared for Canada's representative at the United Nations Commission on the Status of Women meeting in Geneva in March 1958.

The Older Worker

As part of the research program being undertaken for the Interdepartmental Committee on Older Workers, the Branch did a considerable amount of work on a number of projects. A review of research carried on in various countries in the older worker field was close to completion at the end of the fiscal year. This review will help to indicate the areas of research in which the Branch and other groups can most usefully work in the future.

An interdepartmental committee under the chairmanship of an officer of the Branch issued a report entitled *Pension Plans and the Employment of Older Workers.* This report was distributed to government agencies, large employers, labour organizations, insurance executives and pension advisors. Another project close to completion at the end of the fiscal year was a study of the relationship between the age and job performance of sales personnel in retail trade. In this study, the relative performance of sales clerks in different age groups, in terms of their sales records and their susceptibility to turnover and absenteeism was studied.

A study of some of the labour force characteristics of the older worker was also begun during the year. A monograph analyzing the data is almost completed and will be published early in the next fiscal year.

Special Projects

A completely revised seventh edition of *Working and Living Conditions in Canada* was almost ready for publication at the end of the fiscal year. This booklet has now been oriented towards persons interested in emigrating to Canada rather than to immigration officials only. It is planned to issue editions in several foreign languages.

Two reports for discussion at Industrial Committees of the International Labour Office, as well as information for the seventeenth issue of the ILO *Year Book of Labour Statistics* and for the report on ILO Convention No. 63 concerning statistics of wages and hours of work, were prepared during the year. The Branch continued to co-operate with the Dominion Bureau of Statistics on a study of gross movements in and out of the labour force. This is the initial step in the study of labour mobility. Some methodological studies of the problems of labour mobility and a collection of data have been made.

Administrative work in connection with the Labour Department-University Research Program was continued and advice and assistance were given to persons engaged in the research projects developed as part of the program. In co-operation with Canadian universities, grants are made available to faculty members and post-graduate students to enable them to undertake studies of labour-management relations. Applications are reviewed by a Joint Labour Department-University Research Committee, and upon its recommendations, the grants are made available to those universities in which the research is being carried out. During 1957, grants were authorized for three new projects, bringing to 29 the total number of studies undertaken as part of the program since 1951. In the past year, one study was published in book form and another is now in the hands of the publisher. A volume containing five studies is also to be published in the near future.

The Labour Gazette

As the official journal of the Department, *The Labour Gazette* continued during the year—its 58th year of publication—the policy established when it was founded in 1900 of reporting objectively and factually events and trends in labour and industry, and of publishing accurate statistical and other information relating to labour conditions.

The Labour Gazette regularly publishes material on those subjects that are within the Department's jurisdiction or field of interest. These include conciliation proceedings, vocational training, farm labour, activities of the International Labour Organization, rehabilitation of disabled persons, proceedings before the Canada Labour Relations Board, and women in industry. It also publishes regular reports on other subjects of interest to Canadian labour, such as manpower, labour legislation, employment and unemployment, immigration, wages and hours of labour, price trends and cost of living, industrial relations, industrial disputes, collective agreements, industrial accidents, employment and training of youth, unemployment insurance, and activities of provincial departments of labour and workmen's compensation boards.

Articles on particular aspects of labour problems also appeared in various issues during the year. Special articles included the "Preliminary Report, Royal Commission on Canada's Economic Prospects", and the "Royal Commission Report on the Use of Firemen on Diesel Locomotives".

The annual industrial relations conferences at McGill and Laval Universities, and the annual conventions of the principal labour organizations in Canada, the United States and Great Britain were comprehensively reported, as also were the briefs submitted to federal and provincial governments by various labour bodies. Reports were published of the annual meetings of the Canadian Manufacturers' Association, the Canadian Chamber of Commerce, the Canadian Construction Association and others.

During the year, the revised system for indexing *The Labour Gazette,* produced under a grant from the Labour Department-University Research Program, was received in the Branch and the new system was put into use beginning with the January 1958 issue.

The average monthly circulation of *The Labour Gazette* during the year was 13,823 (11,403 in English and 2,420 in French). Of this number, the average monthly paid circulation was 5,495 (4,656 in English and 839 in French) and the average monthly complimentary circulation was 8,328 (6,747 in English and 1,581 in French). The English circulation was 40.6 per cent paid; the French circulation 34.7 per cent paid. All circulation figures are higher than for the previous year.

The subscription rate remained: $2 a year for Canadian subscribers, with a special rate of $1 a year to groups of five or more for trade union locals, students, and companies wishing to subscribe for their staffs; and $4 a year outside Canada. A limited number of bound volumes, with a classified index, are available to subscribers at $5 a volume in Canada and $7 in other countries.

A condensation of press stories and editorials for distribution to officials of the Department, under the name of "Labour News Digest", continued to be issued each working day. The Branch continued the supervision of the Department's press clipping bureau.

Information and Publicity

The Information Branch provides a wide variety of information and publicity services for the Department, the Unemployment Insurance Commission and the Canada Labour Relations Board. This is in line with the policy of the Department to keep the public and the press fully informed on the legislation it administers, as well as on the activities of all federal agencies in the labour field.

The duties of the Branch include press liaison services for the National Advisory Committee on the Rehabilitation of the Disabled, the Canadian Vocational Training Advisory Council, the National Apprenticeship Advisory Committee, the Federal-Provincial Farm Labour Conference, and the National Employment Committee.

The Branch is responsible for the preparation and circulation of news releases on all policies and activities of the Department. During the year 211 releases were issued.

Winter Employment

During the winter of 1957-58 the Department and the National Employment Service of the Unemployment Insurance Commission again organized a national program designed to increase economic activity and thereby to increase employment during the winter months. The campaign had the endorsation and co-operation of the major employer and labour organizations and several other national bodies, including many women's groups. Considerable liaison work was done by the Branch for winter employment purposes during the year with the Canadian Manufacturers' Association, the Canadian Retail Federation, the Canadian Construction Association, the National House Builders Association, the Canadian Labour Congress, the Association of Canadian Advertisers, the Canadian Association of Advertising Agencies, the organizers of Operation Home Improvement, the Canadian Broadcasting Corporation, Central Mortgage and Housing Corporation and individual national companies. Liaison was also maintained with the appropriate provincial government departments.

In support of the program a broad campaign of publicity and advertising was organized by the Branch and carried out under a slogan developed by the Branch "Why Wait for Spring—Do It Now". In the early fall of 1957 the publicity and advertising was intended to encourage governments, institutions, business, industry and the public to plan to have as much work as possible done in the winter months when men are available and materials are more readily obtained. The active campaign itself began on national and local levels on January 15, 1958, and continued until the end of March. Special emphasis was placed on the performance of inside construction, redecoration, renovation, repair and maintenance work.

The advertising portion of the campaign included a series of advertisements in all the daily newspapers, in many weekly newspapers, in a number of trade magazines, as well as in the main consumer magazines. Paid spot announcements were placed on all radio and television stations.

Expenditures for this advertising were small when compared with expenditures by industry and by business and community interests on advertising and other forms of publicity volunteered in support of the program.

There is no way of estimating the value of some of this support, such as the use of slogans in the post office cancellation machines, the distribution of branch publicity material with hydro and water bills, the support received in magazine articles, etc. However, it has been estimated that the value of certain items—the display of 1,000 billboard advertisements on a public-service basis, the showing of Departmental cartoon films in theatres across Canada, the extensive use on a public-service basis of the spot announcements supplied to television stations, the house-to-house distribution of material through the Post Office, and the use of some material supplied to a national consumer magazine—totalled $753,211.90. The material cost to the Department for these particular features was $9,435.70.

While it would be difficult to evaluate completely the local support in monetary terms, an indication can be obtained from records kept by the local offices of the Unemployment Insurance Commission. These show that there were 138,676 column-inches (one column wide by one inch deep) of sponsored advertising in local newspapers; 2,488 news items and 530 editorials; 1,010 cartoons and illustrations in newspapers; 18,654 radio spot announcements sponsored by local business; 2,183 television spot announcements; 11,966 minutes of free radio time and 2,574 minutes of free television time. This support was given between January 15 and the end of the fiscal year and comes from non-government sources. The figures quoted represent only those items of which local offices of the Unemployment Insurance Commission had definite knowledge.

The printed materials produced by the Branch and used by local campaigns included 100,000 posters in a variety of sizes, 1,500,000 pamphlets distributed to householders, 1,000,000 envelope stuffers distributed with hydro and water bills, etc. In addition several thousand posters were distributed through the banks all across Canada to advertise the availability of Home Improvement Loans. Brochures explaining the campaign were distributed to national advertisers, large employers, newspapers and others; 10,000 technical booklets on winter construction were distributed to contractors and owners planning to build in the winter.

In addition to the above, a short animated film on winter employment, produced for the Department by the National Film Board in both French and English versions, entitled *It's a Crime,* was distributed through the National Employment Service for use when speakers addressed meetings of service clubs, business and labour organizations, women's groups, etc. It is estimated that the film was shown 297 times to 13,770 people during the year.

These national publicity activities were designed to give maximum support to local offices of the National Employment Service, and to local Employment Committees, since the effectiveness of the campaign depended on the co-ordinated efforts undertaken by individual communities on their own behalf. Efforts at the Dominion level were specifically designed to cause business and industry to plan for more winter activity in their own best interests, and consequently to increase winter work. In varying degrees, every town or city where there was an employment office saw an attempt to increase winter job opportunities.

Canada at Work

The Branch produces the weekly radio program "Canada at Work" for broadcast over independent radio stations. In addition to collecting material, writing, editing, and distributing the program, the Branch recorded the bulk of the broadcasts with its own equipment. Broadcast regularly since 1942, "Canada at Work" brings current information on labour and related topics before the public. At the year's end the program was being carried weekly by 70 radio stations. In addition, 24 French language radio stations carried a series of six broadcasts produced by the Branch on the main subjects covered by the regular English programs.

Broadcasts during the year dealt with such subjects as seasonal unemployment, rehabilitation of the physically handicapped, racial discrimination and fair employment practices, apprenticeship and vocational training, employment of older workers, women's employment, industrial safety, unemployment insurance and employment for university graduates. More than 20,000 scripts were sent in response to written requests.

"2 Minutes of Employment Facts"

A brief digest of current labour and industrial matters, "2 Minutes of Employment Facts", printed in English and French, was distributed on a monthly basis to employers and employer groups, leading trade unions, and others interested in the subjects covered. Several thousand extra copies of certain issues were requested by interested groups, and some issues were used as a pamphlets for distribution at labour conventions and other meetings.

As in previous years an advertising campaign was carried out to promote the sale of Canadian Government Annuities. The Branch was largely responsible for the design, lay-out and copy for these advertisements. It was also responsible for choice of media; this meant keeping the productivity of individual advertisements and various publications under constant review.

The Branch continued to co-operate with the Civilian Rehabilitation Branch in a program of publicity on behalf of rehabilitation and the employment of the handicapped. Press releases, broadcasts on "Canada at Work" and issues of "2 Minutes of Employment Facts" were used to outline the operation of the federal-provincial rehabilitation program and to promote the employment of handicapped persons. Screenings were continued of the film "Everybody's Handicapped", designed to widen the employment horizon for the disabled.

Rehabilitation Film

In co-operation with the National Co-ordinator, Civilian Rehabilitation, a new film, "Call it Rehabilitation", was released with an intensive promotional campaign. Production of the English and French versions of the film had been completed in the previous year from scripts written in the Branch. The film is intended to arouse community interest in planning local co-ordination of rehabilitation services. It is based on practical Canadian experience and suggests a general plan for a community rehabilitation organization. Intended for viewing by the general public as well as by specialists in the field, it shows that a successful community program needs active help and understanding from every group in the community and particularly from employers.

The promotional campaign involved screenings during September, October and November for service clubs and other community groups, employers, trade

unions, welfare organizations and those working in the rehabilitation field from coast to coast. These screenings were arranged by local offices of the Unemployment Insurance Commission in liaison with the National Film Board field offices and provincial Rehabilitation Co-ordinators. When the three-month intensive campaign was completed, the prints of the film were placed on National Film Board circuits during the winter.

In keeping with the policy of the Department to assist provincial governments and associated agencies, and employer and employee associations working in the field of accident prevention, distribution was continued of the series of safety films prepared in co-operation with the National Film Board under the general title, *Accidents Don't Happen—They're Caused.*

The Department again assisted the National Film Board financially in the operation of an Industrial Film Preview Library consisting of films selected by the Branch. Blocks of these films were distributed during the year by the National Film Board throughout the country, as a service to employers and to encourage the formation of community, industrial and trade union film councils.

The Branch continued to conduct liaison with other departments in all labour matters pertaining to veterans of the Armed Forces.

Fair Employment Practices

The Branch continued to co-operate in arranging publicity and information material in connection with the Canada Fair Employment Practices Act, to bring the existence of the legislation, and its spirit and intentions, to the attention of the public and particularly of employers in industries under federal jurisdiction. This was done in a variety of ways, including the use of radio broadcasts and the circulation of posters and pamphlets. Thirteen radio programs containing original Canadian thinking in this field, first produced in the "Canada at Work" series, were later printed in booklet form. The distribution of these booklets continued during the year. A pamphlet, "Job Justice in Canada" containing information on the operation of the Act, was ready for distribution at the end of the year.

Employment of Older Workers

The Branch co-operated with the Interdepartmental Committee on Older Workers, which has continued to study various phases of the problem of employment of older workers for the purpose of bringing before the public and employers in particular, facts useful to the solution of the problem. The Committee, established in 1953, is composed of representatives of the Departments of Labour, National Health and Welfare, Veterans Affairs, the Unemployment Insurance Commission and the Civil Service Commission. A member of the Branch was secretary.

Close liaison was continued during the year with employer, labour and welfare organizations and the Branch promoted the circulation of a study of pension plans in relation to the employment of older workers which was prepared under the guidance of the Interdepartmental Committee on Older Workers. Some 4,000 copies of the report entitled "Pension Plans and the Employment of Older Workers" had been sold by the end of the year. (See also page 40)

The Branch continued to keep the problem before the public during the year by liaison with newspapers and periodicals, radio broadcasts and continued distribution of a report produced by the Branch entitled *The Problem of the Older Worker.* A departmental film called *Date of Birth,* produced in 1950 and covering various aspects of the problem, was still being screened during the year for interested groups of executives and personnel officers.

Labour Legislation

The general functions of the Legislation Branch, which is a research branch engaged in the study of labour legislation in Canada and other countries, have been described in previous reports. During 1957-58 the Branch reported all changes in labour Acts and regulations in Canada in the monthly Labour Law section of *The Labour Gazette*. Each year a considerable number of laws are passed by the various legislatures designed to improve working conditions or to raise the standards of industrial safety or employees' welfare. Of special interest to other jurisdictions is the intensive review by a committee of one of the legislatures or by a Royal Commission of a particular labour law or of a group of related laws. Such a review by a committee of the Manitoba Legislature in 1957 resulted in consolidation of the Acts in that province respecting minimum wages, hours of work, weekly rest and safety of employees into one Act. The results of this review were reported in detail. New or revised regulations issued under the various labour laws were reported month by month. Court decisions considered to be of particular interest to labour were selected from the law reports or obtained directly from the courts and reviewed.

Bulletins on Various Subjects.

A bulletin, *Provincial Labour Standards,* setting out in convenient form the minimum standards established under provincial labour laws, is issued each year. It sets out the standards in effect for compulsory school attendance and minimum age for employment, public holidays, weekly rest-day and annual vacations, and also the requirements of equal pay and fair employment practices laws. The minimum wage rates and the maximum hours of work or overtime pay requirements are given in tabular form for the main fields of employment, and the bulletin also contains tables of benefits under workmen's compensation laws.

Another annual bulletin, *Workmen's Compensation in Canada,* gives a detailed analysis of workmen's compensation legislation. It describes the principles common to the Acts and points out differences, as well as setting out in detail the benefits payable in each province to injured workmen or, in fatal cases, to their dependents. Both bulletins are available in English and French.

Information on Legislation

Through the courtesy of provincial governments, the Branch obtains from the Clerks of the Legislative Assemblies copies of all Bills introduced as well as copies of *Votes and Proceedings* by means of which the progress of the Bills may be traced. Information on labour Bills is provided to government labour officials as a routine service, and information on any particular Bill is available to any interested person on inquiry. Information is also available on the content and progress of Bills of labour interest introduced in Parliament.

The Branch also provides a reference library service with respect to federal and provincial statutes and an historical file of regulations issued under federal and provincial labour laws.

Memoranda and Reports

During the year memoranda were prepared in answer to specific requests on a wide variety of questions relating to labour law from governments in Canada and abroad and from unions, business firms, students and others. Where a question related to specific rights or obligations of an employer or employee under a labour enactment, the inquiry was referred to the administering authority. Because of the complexity of administration of labour laws in a federal state, considerable use is made of this referral service.

A number of reports were prepared during the year on various phases of labour law in Canada in connection with Canada's participation in the International Labour Organization and the United Nations. Among these were reports to the International Labour Office on the manner in which Canada's obligations under the Conventions on hours of work, minimum wages and weekly rest are carried out and on the extent to which effect has been given to the Minimum Wage-fixing Machinery Recommendation, 1928, on which a report was required during the year. A report on legislation affecting human rights was prepared for publication in the Human Rights Yearbook published by the United Nations.

Canadian Association of Administrators of Labour Legislation

A member of the Branch serves as the Secretary-Treasurer of the Canadian Association of Administrators of Labour Legislation.

The Association was organized in 1938 to provide a medium for the exchange of information about the administration and enforcement of legislation, to encourage the best possible standards of law enforcement and administration, and to bring about greater uniformity in labour legislation. The membership includes the federal and provincial departments of labour and all boards or commissions administering labour laws. The provincial governments pay an annual fee of $25; the federal Department, in addition to providing the services of a secretary-treasurer, assumes the cost of reporting and distributing the proceedings of the annual conference for the use of the members.

Representatives of the Department, the Unemployment Insurance Commission, nine provincial departments of labour and the Ontario Workmen's Compensation Board attended the 16th conference of the Association in Toronto, August 27 to 30, 1957. The agenda included manpower training, with particular reference to the responsibilities of departments of labour in this field; problems arising out of the administration of labour relations legislation; legislative and administrative changes during the year, and recent developments in the International Labour Organization. At a session devoted to the federal Labour Department-University Research Program, Prof. A. W. R. Carrothers, of the University of British Columbia, addressed the Association on the subject of his own research under the program, "The Labour Injunction."

The Library

The Library of the Department of Labour, established upon the formation of the Department in 1900, now contains a book collection of about 116,000 volumes. It serves as a source of information for the Department of Labour, government departments, employers, unions, students, and the general public. Constitutions and proceedings of all labour organizations active in Canada and similar publications from most of the Commonwealth countries, the United States and other countries, are on file. The Library also preserves copies of all publications of the Department, the International Labour Office, and many government documents pertaining to labour from other countries.

A shifting of the complete collection, including periodicals was carried out in November and December. This followed the installation of additional steel stacks. The shifting of those stacks already in place made room for improved reading facilities.

A complete weeding of the book collection and vertical file contents (15 four-drawer cabinets) was accomplished. This material was sent to the National Library at Ottawa. As a result of the above work, space will not be a problem for many years to come.

The installation of a book-copying machine has meant the restriction of book loss to a minimum.

Annual and Special Reports

The Economic and Research Branch collection of annual and special reports of the Dominion Bureau of Statistics formerly stored in its Central Registry Office was turned over to the library, catalogued, classified, processed and shelved in a branch library at the Economics and Research Branch. A total of 3,692 such books and pamphlets were processed and 218 volumes were put into library binders.

The microfilm collection of trade union papers continued to expand and loans of positive film, especially to university students, increased considerably. The collection includes 519 titles on 251 reels of microfilm.

The system of routing current periodicals using the *Tables of Contents* method instituted over a year ago, has brought very favourable comment from departmental readers. Several inquiries from special libraries in the United States regarding this method have been received by our librarian.

Branch Libraries

Catalogue statistics show 5,994 titles were processed of which 749 were placed in a branch library at the Economics and Research Branch. A smaller number were placed in the Vocational Training and Civilian Rehabilitation Branch libraries.

Circulation figures show that 7,302 items were circulated during the year, 1,175 loans made to borrowing libraries and 725 loans requested from other libraries.

The reference section prepared more than 100 bibliographies for readers, chiefly for university students and industry. The number of queries remained about the same but a greater use was made of the Library by persons outside of Ottawa, especially by university students.

Government Employees Compensation

The Government Employees Compensation Branch, in which the detailed administration of the Government Employees Compensation Act is carried on attended to work injury claims of 16,734 federal employees within the year. Of these, 465 claims were rejected on the ground that injury or disease was not occupational in origin. Thus there was a net total of 16,269 approved claims.

The net total compares with a figure of 16,123 in the previous year and gives an apparent net increase of 146 cases. However, a greater number of employees were covered under the Act during the last quarter of the fiscal year (January 1—March 31, 1958) when 1,350 on the payrolls of Eldorado Mining and Refining Limited at Beaverlodge, Sask., and Port Radium, N.W.T., and of Northern Transportation Company, Limited, an Eldorado subsidiary, were transferred from coverage under the Saskatchewan Workmen's Compensation Act and private indemnity insurance. In that three months, responsibility was assumed for 101 claims from these two companies against only 15 in the corresponding quarter of 1957 from employees of the Eldorado Company in Ontario and for another subsidiary, Eldorado Aviation, Limited.

Apparent net annual increase in all approved claims, allowing for increased number of Eldorado cases was in the neighborhood of 60, lowest on record in the 39 years administration of the Act.

Following the trend of the past, the greatest number of claims was of the no-lost-time category, being cases in which injuries were minor and absences were for less time than the number of waiting days' stipulated in provincial Workmen's Compensation Acts.

Provinces co-operate

The benefits and conditions of these Acts are the yardstick for the adjudication of federal employee claims. The Workmen's Compensation Commission of Quebec and the Workmen's Compensation Boards of the other nine provinces look after the settlement of federal employee claims, under a long-standing arrangement. Federal funds are provided for that purpose and each of the provincial authorities receives an agreed payment towards administration costs.

Claims for medical aid only numbered 10,588 and lost time cases, 5,611, representing, respectively, 63.27 per cent and 33.53 per cent, of the whole. These figures compare with 10,386 no-lost-time cases and 5,664 lost-time cases or, respectively, 62.51 per cent and 34.15 per cent of the whole in 1956-57.

Lost time cases in the past five years were:

	Net Claims	Lost-time Cases	Employee Coverage
1953-54	14,743	4,820	190,299
1954-55	15,333	5,148	203,000
1955-56	15,555	5,285	206,000
1956-57	16,123	5,664	208,000
1957-58	16,269	5,611	214,000

The number of employees under the federal Act has increased to 214,000 but the ratio of accident claims remains about the same—one for every 13 employees. Actually it was one per 12.79 employees last year. There were 19 fatalities in the year, down from 25 the year before.

The provinces of Ontario, Quebec and British Columbia accounted for a majority of accident claims since it is in these three provinces, the first particularly, that there is heaviest concentration of federal employees. The three reported 11,074 claims or 66 per cent of the total.

There is no cost to any federal employee for an approved work injury or occupational disease. Hospital and doctor's accounts are paid and compensation awarded under provincial rates, the amount depending on the province in which the federal employee is usually employed. While provincial rates vary and are more generous in some provinces than others, the differences gradually are being narrowed. Under the Civil Service Regulations, the deputy head of a department of government may grant injury leave at full salary to an employee who becomes temporarily incapacitated by accident or disease due to and arising out of employment. The number of classified employees granted injury leave at full salary is growing year by year. In the year covered by this report there were more of these cases than there were of the ordinary compensation cases—2,898 to 2,713. This was true also of 1956-57. When salary is continued by a department, the appropriate Workmen's Compensation Board, acting as representative of the federal authority, pays the accounts for medical attention, hospital care and rehabilitation treatment where required. Some Crown corporations and agencies follow this practice of full pay. One, Polymer Corporation, Limited, Sarnia, has a collective agreement with its employees providing for payment of full basic pay during time-off because of work-accidents.

Cost of accidents to employees of Crown corporations and agencies is assumed by them either by way of payroll assessment or by rebate of the actual disbursement on account of employees plus a proportionate share of the cost of administering the Act.

In view of greater hazards in the work performed by federal employees, such as in extensive research for national development as well as defence, in the opening up of the northern areas, in greater operation of motor transport and aircraft, and in other areas, there has been expanded activity in the field of accident prevention. In mid-summer of 1957 an expert in this work joined

TABLE 1—Number of Accident Claims Made Under the Act, Fiscal Year 1957-58.

Province	Pension	Compensation	Full Salary	Medical Aid	Rejected	Fatal	Total
Newfoundland	3	59	32	242	2	.....	338
Prince Edward Island	1	32	13	50	.....	.....	96
Nova Scotia	1	255	134	933	16	.....	1,339
New Brunswick	.....	92	76	260	21	.....	449
Quebec	32	396	675	1,476	43	6	2,628
Ontario	2	759	1,089	4,264	233	9	6,356
Manitoba	.....	131	109	558	19	.....	817
Saskatchewan	.....	114	108	307	7	1	537
Alberta	6	445	276	832	35	1	1,595
British Columbia	3	269	338	1,402	76	2	2,090
Yukon and N.W.T.	3	161	48	264	13	.....	489
Totals	51	2,713	2,898	10,588	465	19	16,734

NOTE: Pension is an award for a permanent disability. Compensation is payment for the period of incapacitation due to an accident or occupational disease. Full Salary refers to cases where full salary was paid by the federal department or agency concerned during the time of lay-off in lieu of ordinary compensation; Medical Aid refers to claims in which medical expenses only were paid because the time of disability was less than the waiting days as laid down in provincial Workmen's Compensation Acts.

the staff of the Department. More departments have revamped their safety promotion organizations, two having undertaken pilot schemes, on the basis of which approved plans will be extended to embrace employees of these departments across the country. A noticeable increase in safety consciousness has been apparent. As in private industry, there is keen awareness of the toll which work accidents exact in personal suffering, dislocation of work schedules and assignments and, of course, financial cost.

Publicity Media

In addition to personal conferences and contacts, co-operation is extended to departments and agencies through posters, bulletins, publicity generally, and in every other way possible. Along with representatives of the Department of Labour, representatives of other departments and Crown agencies attend the principal accident prevent conventions and obtain the benefit of exchange of views on the problems with representatives of private industry.

At year's end a safety manual, first of its kind for federal government departments, was being printed.

Every year federal employees suffer injuries while on duty, due to acts of or negligence of third parties—such as operators of vehicles and owners of premises. In such instances the employees have the choice of taking legal action for damages independently or they can claim compensation under the Act, and the Crown becomes subrogated to their rights to claim for damages against the third parties. Last year the number of third party cases settled by the Branch was 406 and the amount collected to offset compensation and medical aid previously paid from federal funds on account of injured employees was $18,850. Of the 406 cases, 338 arose when letter-carriers were attacked and bitten by dogs.

TABLE 2—Statement of Disbursements Relative to Claims of Employees of the Federal Government During the Fiscal Year 1957-58 and Federal Government Share of Administration Expenses Charged by Provincial Boards or Commissions for the Calendar Year 1957

Province	Disbursements Fiscal Year 1957-58	Administration Expenses charged by Provincial Boards or Commissions Year 1957	Total
Newfoundland	$ 37,664.51	$ 3,351.21	$ 41,015.72
Prince Edward Island	14,309.27	885.90	15,195.17
Nova Scotia	122,436.73	11,757.57	134,194.30
New Brunswick	34,585.90	3,285.89	37,871.79
Quebec	421,345.68	34,217.00	455,562.68
Ontario	612,253.13	71,269.47	683,522.60
Manitoba	61,927.41	6,504.84	68,432.25
Saskatchewan	63,101.59	5,600.46	68,702.05
Alberta	236,819.49	24,640.31	261,459.80
British Columbia	251,007.67	22,537.18	273,544.85
Payments respecting employees locally engaged outside Canada	235.54	.....	235.54
Payments of additional expenses where death of employee at place other than that of employment	160.00	.....	160.00
	$1,855,846.92	$ 184,049.83	$2,039,896.75

Merchant Seamen Compensation Act

About 3,800 officers and crew of 70 shipping companies engaged in foreign and home trade were protected under the Merchant Seamen Compensation Act in 1957-58. Forty-five claims for compensation were dealt with, including 7 from dependants of men lost at sea and 38 from men injured while on duty, Awards were made in 13 permanent disability and fatal cases.

Composition of Board

Claims are dealt with by the Merchant Seamen Compensation Board, of which A. H. Brown, Deputy Minister of Labour, is Chairman; Capt. G. L. C. Johnson of the Department of Transport, vice-chairman, and H. D. Clark of the Department of Finance, member. During the year B. J. Roberts, then Chairman of the National Harbours Board and vice-chairman of the Merchant Seamen Compensation Board since its inception in 1946, resigned upon assuming the position of President of the St. Lawrence Seaway Authority. Capt Johnson, also a member of the Board since 1946, was appointed vice-chairman and Mr. Clark the new third member.

In the 12 years that the Act and the Merchant Seamen Compensation regulations have been in force, an average of 76 shipping companies, operating in excess of 200 vessels, have been subject to regulations and the Act, each year.

Aggregate of Claims

The number of claims for compensation considered adds up to 845, including reviews. There have been 62 fatal cases. In many of these, it is a sad fact that seamen are drowned while on voyages and the bodies never recovered.

On June 1 a higher scale of benefits became effective as a result of legislative approval by Parliament in the latter part of 1956-57. The benefits are now comparable with the best of workmen's compensation Acts of the ten provinces. These benefits are paid by the companies directly, and, of course, include hospital and medical accounts as well as compensation for loss of earnings. The companies are required to have indemnity insurance to cover the risk under the Act.

International Labour Organization

The Department of Labour is the official liaison agency between the International Labour Organization on the one hand and the Canadian Government, the employers' and workers' organizations, and the public of Canada, on the other. After World War II the expansion of ILO activities was such that the ILO Branch in the Department was set up to look after Canadian government participation in international labour affairs.

The International Labour Organization, established in 1919 by the Versailles Peace Treaties, is an inter-governmental agency whose purpose is to promote social justice in all countries of the world. Canada is one of 80 members of the ILO, which is a specialized agency of the United Nations. The ILO is democratically governed on a tripartite basis by representatives of government, employers, and workers from each member nation.

Main Organs

The machinery of the International Labour Organization consists of three main organs:

(1) *The Governing Body,* which usually meets three times a year, is the executive council of the Organization. It maintains general supervision over the work of the International Labour Office and over the various Conference and Committees.

(2) *The International Labour Conference* is a world assembly meeting yearly for consideration of labour and social problems. The Conference adopts Conventions and Recommendations based on careful fact-finding and discussion.

(3) *The International Labour Office* acts as secretariat, world research and information centre, and publishing house for the Organization. In the operational field, it assists member states by furnishing experts on manpower training and technical assistance.

Canada's Part in the Work of the I.L.O.

Canada aided in the establishment of the International Labour Organization in 1919 and has taken an active part in its work since that time. Canada is one of the ten countries of chief industrial importance which are permanent members of the Governing Body of the ILO. The Canadian Government member on the Governing Body is Dr. G. V. Haythorne, Assistant Deputy Minister of Labour. Canada also has a deputy employer member, W. A. Campbell, and a deputy worker member, Claude Jodoin, on the Governing Body.

Canada is represented at the Annual Conference of the ILO, the triennial American Regional Conference and other special conferences, by tripartite delegations representing the Government, the employers and the workers of Canada. Similarly, tripartite delegations represent Canada at sessions of the eight industrial committees which convene every two or three years to discuss special problems of these industries: building, civil engineering and public works; chemical industries; coal mines; inland transport; iron and steel; metal trades; petroleum; and textiles.

In addition, there are Canadian members on the following ILO advisory committees: finance and administrative, allocations, agriculture, co-operation, indigenous labour, social security, occupational safety and health, recreation, women's work, juvenile employment, maritime statistics, also on the Joint ILO-WHO Committee on Occupational Health.

Canada aids the Technical Assistance Programme of the ILO by furnishing experts in various types of industrial training for service in under-developed countries, by arranging training courses in Canada for selected persons from such countries, and by providing training materials such as the ILO text "National Employment Services—Canada" for use by trainees in other countries.

Ratifications

Canada has now ratified 18 ILO Conventions and is required to report annually on their application:

No. 1—Hours of Work (Industry) Convention, 1919;
No. 7—Minimum Age (Sea) Convention, 1920;
No. 8—Unemployment Indemnity (Shipwreck) Convention, 1920;
No. 14—Weekly Rest (Industry) Convention, 1921;
No. 15—Minimum Age (Trimmers and Stokers) Convention, 1921;
No. 16—Medical Examination of Young Persons (Sea) Convention, 1921;
No. 22—Seaman's Articles of Agreement Convention, 1926;
No. 26—Minimum Wage-Fixing Machinery Convention, 1928;
No. 27—Marking of Weight (Packages Transported by Vessels) Convention, 1929;
No. 32—Protection Against Accidents (Dockers) Convention (Revised), 1932;
No. 58—Minimum Age for Employment (Sea) Convention (Revised), 1936;
No. 63—Convention concerning Statistics of Wages and Hours of Work, 1938;
No. 68—Food and Catering (Ships' Crews) Convention, 1946;
No. 69—Certification of Ships' Cooks Convention, 1946;
No. 73—Medical Examination (Seafarers) Convention, 1946;
No. 74—Certification of Able Seamen Convention, 1946;
No. 80—Final Articles Revision Convention, 1946;
No. 88—Employment Service Convention, 1948.

Liaison Work

The ILO Branch co-ordinates all ILO work within the Department of Labour, with the Department of External Affairs and all other federal departments, with the ten provincial governments, with the major employers' and workers' organizations, and with the public at large. The Branch makes all arrangements for the Canadian delegations, including government, employer and worker representatives, attending international labour conferences and committee meetings. The Branch also co-operates in preparing the briefing instructions for the government delegates at ILO meetings on reports and papers submitted for discussion. After consultation with federal and provincial departments and agencies, and with the major employers' and workers' organizations, reports are prepared, under the supervision of the Branch, in reply to ILO questionnaires and enquiries on a wide variety of labour matters, in addition to annual and periodical reports on the application of ILO Conventions and Recommendations. Departmental reports are also prepared on meetings of various ILO bodies.

When the authentic texts of Conventions and Recommendations adopted at an annual ILO Conference are received, they are referred to the Department of Justice for a legal opinion on the legislative jurisdiction for each. When this is obtained, these texts are tabled in the House of Commons and the Senate of Canada with the accompanying legal opinion. Then the texts are sent to the lieutenant-governors of the ten provinces, and to the major employers' and workers' organizations.

The provincial departments of labour and the major employers' and workers' organizations are also provided regularly with the annual reports on ratified Conventions, with the periodical reports on other Conventions and Recommendations, and with the reports and studies issued by the ILO on various labour problems of current international interest.

By these and other means, the ILO is kept informed on the progress of industrial and economic conditions in Canada, and the governments and organizations concerned in Canada are kept in touch with developments in international labour affairs.

Main Activities in 1957-1958

During the year the Branch completed arrangements for Canadian representation at the following ILO meetings (listed in chronological order):
In 1957 (from April 1): Ninth International Conference of Labour Statisticians; Sixth Session of the Metal Trades Committee; 135th Session of the Governing Body; 40th Session of the International Labour Conference; 136th session of the Governing Body; Sixth Session of the Iron and Steel Committee; 137th Session of the Governing Body; Tripartite Meeting on Mines Other than Coal Mines; Meeting of Experts on Workers' Education.
In 1958 (Up to March 31): Fifth Session of the Chemical Industries Committee; 138th Session of the Governing Body.

All these meetings* were held in Geneva, Switzerland, except the Iron and Steel Committee which was held at Monterrey, Mexico.

Annual Conference

The 40th Annual International Labour Conference was attended by a record number of more than 900 delegates, advisers and observers from 73 member nations and 10 territories. Nearly 120 speakers participated in the general debate on the Annual Report of the Director-General. Ministers of Labour of 30 countries attended the session.

Dr. Haythorne headed the Canadian delegation to the Conference, and spoke in the discussion of the Director-General's Report, as did also the Canadian employer delegate, Mr. Campbell, and the Canadian worker delegate, Mr. Jodoin. These three delegates were selected to lead a panel discussion on the role of government in the field of labour-management relations. They presented the main facts of Canadian law and practice in this field from their various points of view, and answered numerous questions from the floor.

The Conference adopted five instruments*: Convention No. 105 concerning the abolition of forced labour; Convention No. 106 and Recommendation No. 103 concerning weekly rest in commerce and offices; Convention No. 107 and Recom-

* More detailed information on these meetings was carried in *The Labour Gazette.*

mendation No. 104 concerning protection and integration of indigenous populations in independent countries. First discussions were held on instruments concerning discrimination in the field of employment and occupation, and concerning conditions of employment of plantation workers.

Resolutions were adopted by the Conference on: abolition of concentration camps and the deportation of national minorities; methods of wage payment, debt bondage and serfdom; abolition of anti-trade union legislation; safety in mines; structure and procedure of the Committee on Freedom of Association; establishment of a tripartite Committee on Women's Work; workers' education; housing construction; application of international labour conventions in non-metropolitan territories; hours of work; disarmament, the testing of nuclear weapons and the use of nuclear energy for peaceful purposes.

The Conference examined a report on a manner in which member nations are applying ILO Conventions and Recommendations, and was informed that the total of ratifications of Conventions by member countries had risen to 1,745. Two new member countries, Nicaragua and Ghana, were welcomed by the Conference. Venezuela ceased to be a member of the ILO in May 1957, but rejoined in March 1958. The Conference voted the 1958 budget of $7,972,901, of which Canada's share is 3.56 per cent or $268,203.

In accordance with the ILO Constitution, the triennal elections for the elective seats on the Governing Body were held during the Conference. The government members elected for a three-year term were, Belgium, Brazil, Chile, Czechoslovakia, Iraq, Mexico, Pakistan, Peru, the Philippines and Sweden. These are in addition to the ten permanent government members of chief industrial importance.* Elected also were regular, deputy and substitute members of the employer and worker groups, and deputy members of the government group.

Governing Body

The Governing Body at its 135th, 137th and 138th sessions considered the conclusions of various Conferences and Committees and what action should be taken thereon, including the proposals of Governing Body Committees on financial and administrative matters, allocations, international organizations, technical assistance, industrial committees, freedom of association, and standing orders and application of Conventions and Recommendations; some of these proposals when approved were referred to member countries and others to the Director-General for implementation by the Office. The agenda of the 1959 Annual Conference was approved, and the composition and agendas of numerous other ILO meetings. ILO programs in such important fields as freedom of association, technical assistance, labour-management relations and forced labour were reviewed. The 138th session also examined the draft 1959 budget estimates submitted by the Director-General.

The short 136th session of the Governing Body immediately after the 40th Annual Conference was devoted mainly to the election of officers and the appointment of Governing Body Committees and Governing Body representatives on various bodies.

*Canada, China, France, India, Italy, Japan, the Soviet Union, the United Kingdom, the United States and West Germany.

Industrial Committees

Three Industrial Committees met during this year, with tripartite Canadian delegations attending. Each Committee considered a general report reviewing action taken by member countries on the conclusions of previous sessions of the Committee, and recent events and developments in that particular industry since the last session. In addition, the Metal Trades Committee discussed automation and job evaluation methods in the metal trades; the Iron and Steel Committee discussed promotion of safety in the iron and steel industry, and conditions of work and social problems in the iron and steel industry of the countries in the course of industrialization; the Chemical Industries Committee discussed industrial relations in the chemical industry and protection of workers against occupational diseases and poisoning.

The Tripartite Meeting on Mines other than Coal Mines was the first meeting organized by the ILO in this specialized field, and the tripartite delegations from member countries (including Canada) studied and debated reports prepared by the ILO on social problems, accident prevention, machinery for wage-fixing and wage protection, and industrial relations in mines other than coal mines.

Civilian Rehabilitation

After a Conference on the Rehabilitation of the Physically Handicapped, held in Toronto in 1951, and the appointment of a National Advisory Committee on the Rehabilitation of Disabled Persons, the Civilian Rehabilitation Branch was established in June 1952, with the appointment of a National Co-ordinator. After consultation with the provinces, recommendations were made regarding steps to be taken by the Government of Canada to encourage the development, through the provinces, of rehabilitation programs for Canada's disabled.

Assistance to the Provinces

In May 1953, the Department of Labour offered financial assistance to provinces that wished to co-ordinate rehabilitation services and to extend vocational training privileges to the disabled. Towards this end, the Canadian Vocational Training Co-ordination Act was extended by the addition of a new Schedule (Schedule "R"), through which the cost of providing vocational training for the disabled, together with necessary maintenance allowances and transportation costs, could be shared with the provinces. At the same time the National Employment Service of the Unemployment Insurance Commission made its Special Placements Services available to those who were ready for employment.

The Department of National Health and Welfare extended existing aid to the provinces through the Health Grants by the addition of the Medical Rehabilitation Grant.

Study of Rehabilitation Reports from Eight Provinces
(Covering only those cases on which full details are available)

TABLE 1—Breakdown by Age, Sex, Dependents, and Location
(Under disability groups)

DISABILITY GROUPS	Amputations	Neuro-muscular Skeletal	Hearing	Seeing	Neurological	Respiratory	Cardio-vascular	Neuro-psychiatric	Miscellaneous	Totals
AGE GROUPS										
Under 20	2	20	5	3	18	24	2	6	6	86
20 to 30	19	80	18	36	57	155	13	27	20	425
31 to 40	18	44	10	29	48	58	8	20	8	243
41 to 50	14	31	3	32	15	37	8	3	7	150
51 to 60	8	17	.....	32	6	8	1	3	7	82
Over 60	1	8	.....	54	2	.....	1	.....	3	69
SEX										
Male	54	148	23	102	93	157	27	42	37	683
Female	8	52	13	84	53	125	6	17	14	372
NUMBER OF DEPENDENTS	107	198	9	137	103	162	20	37	53	826
LOCATION										
Urban	32	93	17	123	80	176	23	40	31	615
Village	17	60	12	37	36	71	5	10	11	259
Rural	13	47	7	26	30	35	5	9	9	181

Agreements Signed by Provinces

Between August 1953 and September 1955, nine provinces signed Co-ordination of Rehabilitation of Disabled Persons Agreements; eight appointed Provincial Rehabilitation Co-ordinators and one a Director of Rehabilitation Services. Nine provinces are making use of the provisions of Schedule "R" to provide vocational training for those capable of acquiring new skills and all provinces have made use of the Medical Rehabilitation Grant and the other Health Grants to extend their facilities for physical restoration of the disabled.

In all phases of development, the Department of Veterans Affairs, with its outstanding record of rehabilitation for ex-service men and women, has contributed the benefit of its experience to the Branch and the other federal Departments concerned. Working with many of the voluntary agencies, most provinces have developed plans for case finding and referral; medical, vocational and social assessment; the provision of physical restoration services; vocational training where indicated; and, with the co-operation of the National Employment Service of the Unemployment Insurance Commission, placement in suitable employment. It has been shown that it is good business to invest public funds to provide working ability to the disabled and that neglected disability has been an unnecessary drain on the taxpayers and the families of the handicapped.

In keeping with the views originally expressed by the provinces, no attempt has been made to have governments take over the entire responsibility for the rehabilitation of the disabled. It is hoped, rather, that the provincial governments with federal assistance, will build up a coordinated and co-operative system through which all agencies concerned with the disabled, from the provincial level down to the local level, both public and private, will work together to assure that all categories of the disabled receive services from which they may benefit. Where such organization has taken place, the participating agencies have gathered new strength and with a clarification of their purpose have been able to work more effectively.

Developments

A new emphasis on rehabilitation has developed in medical schools and teaching hospitals; teaching facilities for rehabilitation personnel have been expanded at the Universities of Alberta, Montreal and Toronto.

Study of Rehabilitation Reports from Eight Provinces
(Covering only those cases on which full details are available)

TABLE 2—Educational Standing at Acceptance

DISABILITY GROUPS	Amputations	Neuro-muscular Skeletal	Hearing	Seeing	Neurological	Respiratory	Cardio-vascular	Neuro-psychiatric	Miscellaneous	Totals
Nil	5	11	2	21	8	8	.....	3	1	59
1 to 4 years	5	15	3	13	3	8	2	6	7	62
5 to 8 years	31	88	15	64	43	89	11	16	26	383
9 to 12 years	21	84	16	77	86	169	19	34	16	522
Junior matriculation	.....	.....	.....	.....	1	3	.....	.....	.....	4
Senior matriculation	.....	2	.....	7	1	2	.....	.....	1	13
University	.....	.....	.....	4	4	3	1	.....	.....	12
Vocational	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

The provinces have used the Medical Rehabilitation Grant to purchase equipment for hospitals and rehabilitation centres, to train and hire staff and to provide restorative treatment and prosthetic services. With additional saff most of the Provincial Co-ordinators have expanded their activities. The training provisions of Schedule "R", are more widely used with a growing emphasis on "on-the-job" training. Employers are becoming more conscious of the worth of the disabled as employees.

Results

While a great upsurge of interest is evident in all parts of the country, with so many agencies concerned with the disabled, it is proving extremely difficult to gather statistical information covering all who have benefited from services received. In provinces where the highest degree of co-ordination between public and private agencies has been achieved, figures indicate that results have exceeded expectations. In provinces that report only on those cases that actually pass

Study of Rehabilitation Reports from Eight Provinces

(Covering only those cases on which full details are available)

TABLE 3—Comparison of Occupations BEFORE and AFTER Rehabilitation

Principal Previous Occupational Status at Acceptance

DISABILITY GROUPS	Amputations	Neuro-muscular Skeletal	Hearing	Seeing	Neurological	Respiratory	Cardio-vascular	Neuro-psychiatric	Miscellaneous	Totals
Professional and managerial	5	4	1	17	5	18	.....	4	3	57
Sales and clerical	4	22	1	23	25	46	5	9	4	139
Service occupations	11	25	4	40	31	44	5	9	7	176
Agriculture, fishery, forestry, etc.	7	22	1	18	10	17	5	3	3	86
Skilled occupations	9	21	2	13	13	13	3	1	7	82
Semi-skilled occupations	5	18	1	7	10	23	3	2	1	70
Unskilled occupations	14	38	5	30	17	47	6	14	11	182
No previous occupations	7	50	21	38	35	74	6	17	15	263

Occupations After Rehabilitation

DISABILITY GROUPS	Amputations	Neuro-muscular Skeletal	Hearing	Seeing	Neurological	Respiratory	Cardio-vascular	Neuro-psychiatric	Miscellaneous	Totals
Professional and Managerial	8	12	.....	19	9	23	1	2	1	75
Sales and clerical	17	52	5	34	49	133	12	13	10	325
Service occupations	16	43	4	40	29	50	9	13	9	213
Agriculture, fishery, forestry, etc.	5	8	4	6	7	4	1	2	4	41
Skilled occupations	5	33	10	7	24	40	4	5	6	134
Semi-skilled occupations	3	20	5	8	7	12	3	3	7	68
Unskilled occupations	8	28	8	31	15	20	2	19	11	142

through the hands of the provincial authorities it appears that if the figures from the voluntary agencies were also available, equally good results would be evident. The following facts, therefore, only give a partial picture of what has happened to disabled persons who have received benefit from Canada's rehabilitation services. Disabled veterans and injured workers are not included in these figures. They are, however, an indication of the tremendous economic gains which result from the provision of adequate rehabilitation services for our disabled.

As in previous years, the Branch has worked closely with the various federal departments interested in the disabled. Through the Provincial Co-ordinators, it has constantly been in touch with developments in the province, and has given assistance to them as requested. Members of the staff have participated in many meetings and conferences, have lectured in universities and undertaken other work designed to further the provincial programs. Close contact has been maintained with the Office of Vocational Rehabilitation in Washington; the Ministry of Labour and National Services in the United Kingdom; rehabilitation authorities in other commonwealth countries as well as the United Nations and the International Labour Organization.

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(Covering only those cases on which full details are available)

TABLE 4—Status After Rehabilitation

DISABILITY GROUPS	Amputations	Neuro-muscular Skeletal	Hearing	Seeing	Neurological	Respiratory	Cardio-vascular	Neuro-psychiatric	Miscellaneous	Totals
Regular employment	59	184	36	100	133	274	30	57	46	919
Self-employment	3	12	.....	15	6	7	1	.....	1	45
Sheltered employment	.....	.....	.....	8	1	1	1	.....	1	12
Home-bound employment	.....	.....	.....	22	.....	.....	.....	.....	.....	22
Self-care	.....	4	.....	41	6	.....	1	2	3	57

TABLE 5—Financial Status at Acceptance

(Source of Support)

DISABILITY GROUPS	Amputations	Neuro-muscular Skeletal	Hearing	Seeing	Neurological	Respiratory	Cardio-vascular	Neuro-psychiatric	Miscellaneous	Totals
Dependent on public assistance	28	83	8	105	33	132	6	14	17	426
Dependent on relatives....	12	71	23	43	79	110	14	31	22	405
Earning under $500 p.a.	9	11	4	11	9	15	4	7	5	75
" $500 to $1,000 "	3	13	1	9	14	15	4	3	3	65
" $1,001 to $2,000 "	5	18	.....	11	7	8	3	3	2	57
" over $2,000 "	5	4	.....	7	4	2	2	1	2	27

Publicity

Through the circulation of a monthly letter, *Rehabilitation in Canada,* those actively working in the field are kept in touch with developments throughout the country. With the co-operation of the Information Branch of the Department of Labour and the National Employment Service of the Unemployment Insurance Commission, the film *Call it Rehabilitation* has been shown to 566 audiences in all parts of Canada. Radio broadcasts on rehabilitation were carried on the Department's program *Canada at Work,* articles were contributed to *The Labour Gazette* and every effort has been made to acquaint the general public with the benefits to be derived from rehabilitation practices.

Staff Training and Other Projects

To assist the provinces to improve their standards, the Branch made arrangements for the Provincial Co-ordinators from the Atlantic Provinces to study rehabilitation methods in Maine and Vermont, and for the Co-ordinators of the Western Provinces, the programs in Colorado, Utah, Oregon and Washington. This project was made possible through the co-operation of the Office of Vocational Rehabilitation in Washington and rehabilitation authorities in the states visited, and was financed by the federal Government.

In May 1957, the Provincial Co-ordinators met in Ottawa to discuss the operation of their programs, exchange useful information and explore methods of improving service. During the year, the National Employment Service conducted training classes throughout Canada for its Special Placements Officers. The National Advisory Committee on the Rehabilitation of Disabled Persons has been re-established by Order-in-Council and, pending further discussions with this Committee and the provinces, the Co-ordination of Rehabilitation of Disabled Persons Agreement has been extended for one year, with greater financial assistance provided to those provinces that have requested an increase.

Disability is one of the major causes of dependency and the consequent need for public assistance in various forms. With the coming federal-provincial plans for hospital insurance, it should be possible to reach the disabled earlier, with beneficial results. It should also be possible to assure that each disabled child on reaching adulthood will receive the services necessary to enable it to assume its greatest possible role in the community, and that, through hospitals and institutions, persons with serious disability will be brought to the attention of rehabilitation authorities as soon as it is known that disability exists. When this is possible, much unnecessary dependence on public assistance can be avoided.

Study of Rehabilitation Reports from Eight Provinces

(Covering only those cases on which full details are available)

TABLE 6—Annual Earnings After Rehabilitation

DISABILITY GROUPS	Amputations	Neuro-muscular Skeletal	Hearing	Seeing	Neurological	Respiratory	Cardio-vascular	Neuro-psychiatric	Miscellaneous	Totals
Under $500	.....	11	.....	14	1	.....	1	.....	1	28
$500 to $1,000	4	12	2	54	25	21	3	6	8	135
$1,001 to $2,000	20	85	24	48	49	139	9	29	19	422
Over $2,000	38	88	10	29	65	122	19	22	20	413

The provinces are now organized to handle a greater number of cases, and the worth of rehabilitation has been proved. With proper support from all disciplines and organizations concerned, it is expected that more of our disabled will be assisted to play a more productive role in our society.

Financial Gain From Rehabilitation

Before Rehabilitation

Cost of maintenance	$ 948,460
Less total earnings of group	223,870
Total annual cost	$ 724,590

After Rehabilitation

Total annual earnings of group	$ 1,860,165

Women's Bureau

The Women's Bureau was established in September 1954 to promote a wider understanding of the role and contribution of women in the labour force and to advance their opportunities in employment so as to enable them to make a more effective contribution to the development of Canada. The Branch has four major functions:

To examine existing data and studies concerning women workers and to stimulate additional research either by the Department or other research bodies.

To assemble information relating to employment of interest to women and to make it available in such a way as to foster an intelligent approach to women's problems in this field.

To ensure a continuing interchange of information concerning women in employment between the Department and other public and private agencies, including women's groups and employer and labour organizations.

To advise the Department on any of its programs affecting women workers and to be available for consultation with provincial government agencies or other bodies concerned with employed women, as requested.

Married Women in Gainful Work

In co-operation with the Economics and Research Branch, a report was published entitled *Married Women Working for Pay in Eight Canadian Cities.* This survey resulted from the first major research project initiated by the Women's Bureau. For the first time it became possible to answer some of the questions constantly being asked about the position of married women in the Canadian labour force. Information on who were the married women working for pay: who are they, what are they doing, are they regular members of the labour force and how are they able to relate their patterns of employment to family and household responsibilities?

Vocational Counselling Material

Women have special needs in the field of vocational counselling. The average length of women's participation in the labour force is increasing and their position in the labour force is closely bound up with their vocational qualifications. The three chief phases of a woman's life usually include a period of education and training, some work experience and perhaps in most cases marriage also; a period of child-bearing and rearing when a woman withdraws from the labour market or works only intermittently or part-time; and a period after children have grown beyond the dependent stage when an increasing number of women return to the labour market. Vocational guidance for girls and women requires, therefore, a different orientation from that for boys and men. Growing recognition of this fact has brought to the Women's Bureau an increasing number of requests for counselling material for use with girls and women.

There was a lively demand for the reprint of four articles from *The Labour Gazette* published last year on the results of the enquiry into the professional training, fields of specialization and vocational experience of women university graduates.

In September the Director addressed a meeting of the Canadian Vocational Training Advisory Council on the urgent need for vocational training for women. The problems involved were outlined and lines of action suggested. The text of her address was published in the November 1957 issue of *The Labour Gazette* and reprints were made available for distribution to individuals and groups interested in counselling for women and girls.

A publication is being prepared to meet the need for an effective means of communicating research findings in the broad area of women at work to people who provide vocational guidance for girls and women. Education and training with regard to employment opportunities in general and the various factors which make each occupational field attractive or suitable for women will be emphasized.

Homemaker Services

The Women's Bureau has continued to collaborate with the National Committee on Homemaker Services organized under the auspices of the Canadian Welfare Council especially with respect to the setting of training standards, syllabi and facilities.

In many communities there has been a growing interest in Homemaker Services, a kind of work that offers promising and creative employment opportunities for older women. Young women have also indicated some interest in this work, particularly in the Province of Quebec. New Homemaker Services are being developed in a number of municipalities throughout Canada.

Information Regarding Women's Work

There was a continuing widespread demand for the statistical fact book *Women at Work in Canada* published last year. In consultation with the Economics and Research Branch and the Legislation Branch a revision of the fact book was undertaken.

A page in *The Labour Gazette,* "With the Women's Bureau", dealing with developments in women's work and in their general economic status in Canada and elsewhere was continued.

Individual requests for information continued in increasing numbers. The largest number of inquiries were related to the working mother and facilities for the care of her children. Next in volume were requests for information on equal pay legislation in Canada. Numerous enquiries were received also regarding women's participation in pension plans, the older woman worker and the position of women and their opportunities in scientific and technological occupations.

Articles on the work of the Bureau and on various phases of women's employment were prepared at the request of a number of journals.

United Nations Commission on the Status of Women

Canada was elected to the United Nations Commission on the Status of Women, an 18-member functional commission of the Economic and Social Council, for a three-year term effective January 1, 1958. The Director of the Women's Bureau was appointed as Senior Adviser to the Canadian delegate for the twelfth session of the Commission held in Geneva in March. The major

part of the agenda concerned economic opportunities for women, i.e., equal pay for equal work, pension rights, access of women to education and conditions of work for women, with special reference to working mothers.

In relation to the Commission on the Status of Women, reports were prepared for the International Labour Organization concerning special arrangements of working time and welfare and social services designed to meet the needs of women workers with family responsibilities.

Co-operation

Because of the growing participation of women in the labour force, the Women's Bureau is engaged more and more in discussion and consultation with representatives of other branches of the Department, other government departments, national women's organizations, various professional organizations, the labour movement and appropriate provincial government departments.

During the past year the Bureau was represented on the Interdepartmental Committee on the Problems of the Older Worker and on the Skilled Manpower Training Needs Working Committee.

In November the Director again participated in the University of Toronto Round Table on the Impact of Industrialization on Human Well-Being. The Bureau was represented also at the first Canadian Conference on Nursing held in Ottawa in November and at the Canadian Conference on Education in February.

Field Work

Considerable time was spent in the field studying and discussing the problems of women's employment at first hand. In May, the Director presented a paper on Current Problems of Women's Employment that Occasion Emotional Stress at the University of Alberta seminar on Mental Health in Business and Industry. At the Y.W.C.A. National Convention held in Vancouver in June the Director was an adviser to a workshop on vocational training for women and their participation in the labour force. The Director made her first field trip to Newfoundland in November to become acquainted with the nature of women's employment in that province and their opportunities for educational training.

Canadian Vocational Training

The legislative authority for all activities of the Vocational Training Branch is the Vocational Training Co-ordination Act of 1942. This Act, which provides for co-operative action between federal and provincial governments in the field of vocational training, is the culmination of similar legislation and war measures dating back to 1913.

The Act authorizes the Minister of Labour to undertake vocational training projects for any of the following purposes:

(*a*) to fit persons for employment for any purpose contributing to the defence of Canada whether in industry or in the armed forces;

(*b*) to fit for any gainful employment former members of Her Majesty's Canadian Forces or former members of any of Her Majesty's Forces who were at the time of enlistment domiciled in Canada or any other persons with respect to whom authority for the granting of vocational training is vested in the Minister of Veterans Affairs, if such former members or other persons are approved for such training by such Minister;

(*c*) to fit unemployed persons for gainful employment;

(*d*) to fit persons for employment for any purpose contributing to the conservation or development of the natural resources vested in the Crown in the right of Canada; and

(*e*) to fit persons for employment for any purpose in the national interest that is within the legislative authority of the Parliament of Canada and is approved by the Governor in Council.

The Act further provides that the Minister may enter into agreements with the provinces to operate, on behalf of the federal Government, any of the above-mentioned projects and to provide financial assistance equal to, but not exceeding, the amount contributed by the provincial government for any of the following:

(*f*) the continuation after March 31, 1942, of any project for training heretofore carried on in the province under the Youth Training Act;

(*g*) any vocational training project for the conservation or development of the natural resources vested in the Crown in the right of the province;

(*h*) the development and carrying on by the province of any project recommended by the Vocational Training Advisory Council to provide vocational training for apprentices or supervisors in any industry;

(*i*) the development and carrying on of vocational training on a level equivalent to secondary school level;

(*j*) any training project for the purpose of rehabilitating disabled persons or fitting them for gainful employment; and

(*k*) any training project to increase the skill or efficiency of persons engaged in agriculture, forestry, mining, fishing or in any other primary industry in Canada, or in homemaking.

The Minister is also authorized to undertake and direct research work and to disseminate information relating to such training.

The policy of the federal Government since the inception of such programs has been to arrange for the appropriate provincial authorities to organize and operate all training projects for which the federal Government is responsible as well as those in which costs may be shared on a fifty-fifty basis. Efforts are made through interviews, conferences, bulletins, and research to encourage the development of federal and provincial training projects and programs which are deemed

to be in the national interest, particularly those which will help to develop and maintain an adequate supply of skilled manpower to meet the changing and expanding requirements of the Canadian economy.

Federal-Provincial Agreements

All provinces have participated in this co-operative program under the provisions of four federal-provincial agreements, dealing with vocational schools, special training projects, apprenticeship, and vocational correspondence courses. Newfoundland signed all four agreements immediately after entering Confederation. During the past three years the Northwest Territories and the Yukon have participated in some of the programs. Quebec has not signed any of the agreements since 1955 but has continued its well-devloped programs of vocational and technical training. It has also operated special classes for members of the armed forces and continued to employ civilian teachers for army and airforce schools. The costs of these two projects are refunded to the province.

The Branch, which consists of only 11 persons, including four specialists in various aspects of the training programs, receives considerable assistance from other branches and departments of government in financial control, research, and the dissemination of information.

During the year reimbursement to the provinces on provincial expenditures under the four agreements amounted to $4,215,964.06. Information regarding federal expenditures is provided in the accompanying tables. Figures are also given for enrolments in special projects and classes operated under the provisions of the Vocational Training Agreement and the Apprenticeship Agreement. No satisfactory system has yet been devised for compiling nation-wide statistics covering enrolments in the various types and classifications of full-time and part-time courses conducted in the vocational and technical departments of the regular school systems. However, steps are now being taken through the Dominion Bureau of Statistics to establish standard definitions and classifications which, it is hoped, will enable the Bureau to provide comprehensive statistical data in this field.

Vocational Training Advisory Council

In administering the funds voted by Parliament for the operation of the Act, the Minister has the advice and assistance of the Vocational Training Advisory Council consisting of 20 members and the Chairman, each appointed by Order-in-Council for a three-year term. The members represent provincial governments, employers, organized labour, the National Council of Women, the Canadian Federation of Agriculture, and the Canadian Legion. This body meets semi-annually and makes recommendations in respect of all matters affecting the successful operation of the various training programs.

At the two meetings held during the year, the Council made specific recommendations in connection with such matters as co-operation with the Industrial Foundation on Education in an effort to classify and certify technicians; extension of the current manpower training survey to cover vocational training in agriculture; study of recruitment and training facilities for nurses' aides and laboratory technicians in hospitals; preparation of additional occupational film strips and monographs; a proposal for a conference of provincial administrators regarding licensing or control of privately operated trade schools; and an expanded program of student aid, including scholarships, bursaries and loans for university students, teachers in training, nurses, and high school students.

Apprenticeship Training Advisory Committee

Problems in connection with the administration of the Apprenticeship Training Agreement are referred to the Apprenticeship Training Advisory Committee whose 11 members, appointed by Order-in-Council, represent the provinces, employers, and labour organizations. This Committee reports through the Council and has been most helpful in promoting nation-wide standards for the training and certification of indentured apprentices in those trades designated under provincial apprenticeship acts.

At the two meetings held during the past year, the Committee made recommendations in connection with: a subcommittee to study methods of assisting small manufacturers in establishing and operating training programs; a subcommittee to study the advisability of establishing training courses for apprentice supervisors; investigation of ways and means of establishing close co-operation between federal and provincial authorities in providing apprenticeship training in federal departments and agencies; expansion of the program of trade analyses; and preparation of teaching aids for apprentice instructors.

Vocational and Technical Training Agreement No. 2

The Vocational and Technical Training Agreement No. 2 is the basic agreement under which the federal Government provides assistance to the provinces for vocational and technical training programs. As far as possible, the facilities, buildings and equipment required for all training programs are provided under this agreement, which covers the five-year period that began April 1, 1957.

The Agreement provides $40,000,000 for assisting the provinces in the building, equipping and operating of vocational and technical schools, institutes and training centres. Of this amount $25,000,000 is provided exclusively for assistance on capital projects, with preference being given to trade and technical institutes, although assistance may also be provided to approved vocational high schools. This capital appropriation is allotted to the provinces on the basis of population in the 15-19 age group. Any portion of the capital allotment to each province which is not required to match provincial government expenditures may be re-allotted to other provinces. The remaining $15,000,000 is distributed by way of annual allotments to the provinces for sharing in operating costs or capital costs of approved programs in institutes of technology, trade institutes and vocational departments of high schools.

The total of the annual allotments is $2,500,000 in each of the first two years, $3,000,000 in the third year and $3,500,000 during each of the fourth and fifth years of the agreement. The annual allotments consist of initial allotments of $30,000 to each province and $20,000 to each territory, the balance being allotted on the basis of the population in the 15-19 age group. Reimbursements to provincial governments are subject to the limitation of allotments and may not exceed 50 per cent of provincial government expenditures on approved projects.

Information on allotments and expenditures may be found in Tables 1 and 2.

A statement of total claims paid under the expired Vocational Schools' Assistance Agreement (1945-57) appears in Table 3.

Developments

At the present stage of Canadian industrial development, trade schools or institutions for the training of adults are required in every province to provide pre-employment and upgrading training for industrial workers, related and

practical training for apprentices, and training or retraining for unemployed or physically disabled persons. In most provinces additional extensive facilities of this type are being planned or are under construction.

The demand for technicians and technologists in industry has spurred the development of advanced or post-secondary-school technical training. In all provinces except Prince Edward Island, initial or additional facilities to provide training at this level are being planned or are under construction.

Construction has started on a new provincial trade school for British Columbia at Burnaby and plans are being made for the development of advanced technical training.

A number of advanced technical courses are offered in Alberta and additional facilities will be completed during 1958. Trade training facilities are being expanded at the Institute of Technology and Art in Calgary and new buildings or additions are under consideration at other centres.

Saskatchewan has announced its plans to develop a new provincial trade and technological institute at Moose Jaw.

Manitoba has developed an outstanding trade training program and is planning expansion to include advanced technical training and expanded facilities for occupational training.

Two new institutes of technology were recently opened in Ontario, in Ottawa and Hamilton, and others of a similar nature are being planned. A special feature of the Ontario program is the development of advanced technical evening classes in 18 centres. In these centres advanced technical instruction is offered in evening or part-time classes for employed persons. A number of new vocational high school centres have also been established.

Plans are being made to centralize more of the trade and industrial training of New Brunswick at the Provincial Technical Institute in Moncton. The advanced technical courses are being upgraded and additional courses are being planned. This expanded and revised program is to be housed in a new Provincial Institute of Trade and Technology which is now being planned.

A new land survey institute is under construction at Lawrencetown, N.S., where a much expanded program will be offered. The facilities of a provincial trade and technical institute are urgently needed and are being tentatively planned. The proposal to build a vocational high school in the Sydney area of Cape Breton has not yet developed beyond the discussion stage.

Additions have been planned for the provincial vocational school in Charlottetown, P.E.I.

Newfoundland has announced a very much expanded program in vocational education to include additions to the present trade training facilities in St. John's and the establishment of training facilities at other centres.

Vocational Correspondence Courses Agreement

The term of the Vocational Correspondence Courses Agreement, which covered the period April 1950-March 1955, was again extended for a further year. This Agreement makes provision for the federal Government to share with the provinces in the cost of preparing or revising approved vocational correspondence courses, upon the condition that such courses be made available to all residents of Canada at the same fee as charged in the author province. During the year two courses were completed or revised. The provinces reported 6,500 active enrollees in provincial correspondence courses during the past year.

The interprovincial Vocational Correspondence Courses Committee met during the year and made recommendations regarding additional courses, publicity, revision of the vocational correspondence courses bulletin, and the supplementing of correspondence courses by instruction in trade skills. It also recommended renewal of the Agreement which, it was felt, has helped to reduce duplication of courses and to foster co-operation between the provincial agencies administering such courses.

Vocational Training Agreement

The Vocational Training Agreement has been in operation since 1948. It authorizes the federal Government to share equally with the provincial governments, subject to the limit of funds voted annually by Parliament, the costs of operating special vocational training projects or programs under the provisions of schedules or regulations which form part of the Agreement. The term of the present agreement, which is in operation in all provinces except Quebec, will expire on March 31, 1959.

Training for Unemployed Persons

Schedule "M" (Tables 4 and 5)—Under this schedule training is provided for unemployed persons who are registered with the National Employment Service and for whom no suitable work is available. Such persons may be placed in short intensive training courses for suitable occupations in which there is likelihood of employment. The costs of such training are shared equally between the federal and provincial governments. During the year special training programs were operated at Milltown, N.B., and in certain coal mining communities in Nova Scotia, to train persons who became unemployed as a result of the closing down of textile and coal mining operations. During the year, 2,646 persons were given training in about 40 trades and occupations. These included the building trades, auto body repair, office and business practice, cooking, diesel mechanics, hairdressing, machine shop practice, nurses' aides, radio servicing, welding, etc.

Training of Disabled Persons

Schedule "R" (Tables 6 and 7)—Under this schedule the federal Government shares equally with the provincial governments in the costs of vocational training for disabled civilians. Trainees are selected by special committees representing both provincial and federal governments. Training is restricted to those persons who have continuing disabilities and require such training or retraining to fit them for gainful employment. During the year 1,183 persons were trained in more than forty trades and occupations, which included auto body repair, barbering, dental mechanics, commercial occupations, cooking, drafting, dressmaking, electrical appliance repairing, accounting, teaching, radio servicing and electronics, watch repair, welding, woodworking, and upholstering. The federal share of this program was $270,362.62 compared with $174,329.03 in 1956-57.

Youth Training

Schedule "O" (Tables 8 and 9)—Under this schedule training is provided by way of short courses varying from a few days to several months in a great variety of occupations in agriculture, homemaking, forestry, fishing, and a limited number of secondary industrial occupations. Persons eligible are those not previously

gainfully employed who are over 16 years of age; also farmers working on their own farms, fishermen, students at university and nurses in training. Many of the programs carried on under this schedule are a continuation of courses which were originated under the Youth Training Agreement. In recent years, the greatest expansion has been in the fisheries courses offered in Nova Scotia and Newfoundland. The total enrolment in Youth Training classes increased from 3,660 in 1956-57 to 4,026 in 1957-58. Total expenditures for the year under review were $111,444.34.

Student Aid

(Tables 10 and 11)—Sub-schedules under Schedule "O" provide for sharing with the provinces in the costs of financial aid to university students and nurses in training. This student aid program has been in effect since 1939, during which time 44,739 students have been assisted. The amount of federal funds available annually for this program has been fixed for the past four years at $219,250.

The project is administered by the provincial governments through selection committees consisting of representatives of the universities, the Departments of Education and the federal government. Students are selected on the basis of scholastic ability and financial need. Assistance may be provided in the form of outright grants, loans, or a combination of grants and loans. Aid is given to university students registered in any degree-granting course other than theology. The maximum amount which may be granted for one year is $1,000, although in most provinces the maximum amount does not exceed $400. Assistance to nurses in training is limited to those in approved training courses for professional nurses, with a maximum of $200 annually for each trainee. During the year federal funds were used to share in awards to 2,571 university students and 92 nurses in training. In all provinces many more requests for assistance were received than could be met from the amount provided by the federal Government under this schedule.

Supervisory Training

Schedule "Q"—Under this project, training is provided for foremen and supervisors in industrial and commercial establishments. Such training may consist of ten-hour conferences or forty-hour institutes in job instruction, job relations, job methods, and job safety. The joint program is operating in four provinces: British Columbia, Alberta, Saskatchewan and Ontario. While no assistance is given under this Agreement to Quebec, the program has been in operation in that province since its inception. The federal Government expenditures on this program during the year amounted to $9,316.63 and 1,566 persons received training.

Training for the Armed Forces

Schedule "K" (Table 12)—Provision is made under this schedule for the training of members of the armed forces in provincial trade schools and institutes. The facilities of these schools are used to supplement those facilities provided by the armed services in their own schools. The cost of such courses is borne by the federal Government. The number of trainees has declined during recent years. In the past year 185 members of the Army were given training by the provinces of Quebec, Manitoba and Alberta in vehicle mechanics, electronics, and basic electricity.

Civilian Teachers for the Armed Forces

The facilities of Schedule "K" are used to supply civilian teachers for vocational and trade training centres operated by the armed forces. This is a co-operative program under which the provincial authorities select and hire civilian teachers for the armed services, pay their salaries and are reimbursed in full by the Department of Labour from funds provided by the Department of National Defence. Of these teachers, 43 are employed in 7 army centres and 106 are employed in 4 air force training centres. In addition to these full-time teachers, 12 part-time civilian teachers are employed to give instruction to air force reserve units.

Training for other Government Departments

At the request of the Civil Service Commission or any department or agency of the federal Government, the Training Branch may arrange with the appropriate provincial government officials to operate, at federal expense, special training courses for the upgrading of employees or prospective employees of such department or agency Authority for the establishment of each such project is provided by an Order-in-Council.

During the past year a course in naval architectural drafting which had been operated for several years for employees of the Department of National Defence was discontinued. This course was conducted in Ottawa by the Ontario Department of Education in part-time day classes. Training was also provided at the request of the Civil Service Commission for 12 newly recruited persons to be employed as varityper operators in several government departments.

Apprenticeship Training Agreement

The Apprenticeship Training Agreement (Tables 13, 14 and 15), which became effective in 1944, was renewed for a second ten-year period in 1954. It was originally signed by all provinces except Prince Edward Island and Quebec and has since become effective in Newfoundland and the Northwest Territories.

Under the provisions of this agreement the federal Government shares equally with provincial governments in the costs of operating special training programs for apprentices registered with provincial Departments of Labour. Such costs include salaries and travelling expenses of field representatives, as well as instructional costs and other incidental expenses.

The purpose of the agreement is to assist in the promotion and development of organized apprentice training programs in all skilled trades. Considerable progress has been made in establishing provincial programs for the construction trades and for certain service trades, such as automotive repairs. Very little has been accomplished, however, for the manufacturing industries. Relatively few of the smaller establishments operate organized training programs of any kind althuogh a number of the larger corporations in the automotive, machine tool, electrical, and transportation industries have well-established apprentice training programs. These are operated without government supervision or assistance except that, in some instances, the apprentices attend part-time day or evening classes in nearby schools.

Technological developments and changes in production methods have brought about changes in the nature and requirements of many industrial occupations. Some skilled trades are disappearing or becoming semi-skilled operations but others require higher skills or new skills of a technical nature. In general, the

need for highly skilled artisans and technicians is increasing both in numbers and in the percentage of the industrial labour force. It is becoming increasingly apparent that changes in the methods of training skilled workers are essential to keep pace with such changing conditions. The problems involved in the development of improved training methods are receiving the attention of the Department and its advisory committees and efforts are being made to develop co-operative action in this field on the part of employer organizations, unions, and government departments.

A conference of the provincial Directors of Apprenticeship was held in June immediately preceding the meeting of the Advisory Committee and plans are being made for co-operative action in a comprehensive survey of existing training facilities for apprentices.

Federal Government expenditures under the Agreement for the past year amounted to $1,331,747.59.

Other Activities

The special arrangement with the University of Toronto under which a six weeks' summer training program is provided for instructors of apprentices was again renewed and plans have been made for a further course during the summer of 1958. Five provinces sent 22 trainees to this course in 1957.

Satisfactory progress has been made in the production of trade analyses to be used in the preparation of teaching aids and the ultimate establishment of nation-wide standards governing the certification of tradesmen in designated apprenticeship trades. Seven analyses have been completed covering machine shop practice, carpentry, plumbing, sheet metal work, bricklaying, plastering and motor vehicle repairing (mechanical). Two others are nearing completion, electrical installation and motor vehicle repair (body). Committees are being established to prepare analyses in the following trades: painting and decorating, steamfitting, welding and, possibly, millwrighting.

The Canadian Automobile Chamber of Commerce has undtertaken to prepare a complete set of teaching aids for automobile instructors based on the trade analyses.

In addition to annual visits to each province by senior officials of the Branch for the gathering and dissemination of information, several special visits were made during the past year in connection with such matters as the planning of training programs and construction projects, trade analyses, and the survey of training facilities.

During the past two years the Training Branch has co-operated with the Economics and Research Branch of this Department in a comprehensive research program commonly referred to as the Manpower Training Survey. The section of the survey dealing with training facilities has been assigned by a steering committee to the Training Branch.

Beginning in June, one official of the Branch has devoted full time to the gathering of information and the preparation of a report dealing with publicly operated training facilities in the field of trade and technical training. Since November he has had the co-operation of an officer from the Dominion Bureau of Statistics in preparing the statistical data. Plans have been made to deal with other types of publicly operated training facilities during the ensuing year. It is expected that additional studies covering facilities provided by private schools and government agencies will be undertaken in the near future.

TABLE 1—Vocational and Technical Training No. 2

Special Allotment for Capital Expenditures

Province	Federal Allotment	Claims Paid 1957-58
	$	$
Newfoundland	767,000	.....
Prince Edward Island	176,100	18,030.26
Nova Scotia	1,211,600	.....
New Brunswick	1,012,000	18,555.25
Quebec	7,963,600	.....
Ontario	7,460,400	.....
Manitoba	1,299,700	7,016.45
Saskatchewan	1,470,300	.....
Alberta	1,731,100	732,130.54
British Columbia	1,859,100	89,640.25
Northwest Territories	35,600	.....
Yukon Territory	13,500	.....
Totals	25,000,000	865,372.75

TABLE 2—Vocational and Technical Training No. 2

Annual Allotments

Province	Federal Allotment	Claims Paid 1957-58
	$	$
Newfoundland	96,200	73,020.39
Prince Edward Island	45,200	35,281.53
Nova Scotia	134,600	127,453.76
New Brunswick	117,400	117,400.00
Quebec	718,000	.....
Ontario	674,500	.....
Manitoba	142,900	142,900.00
Saskatchewan	157,000	114,594.21
Alberta	179,500	177,000.25
British Columbia	190,600	190,522.00
Northwest Territories	23,000	1,671.68
Yukon Territory	21,100	.....
Totals	2,500,000	979,843.82

TABLE 3—Total Claims Paid

Under Vocational Schools Assistance Agreement

1945-1957

Province	Annual	Capital	
		Buildings	Equipment
	$	$	$
Newfoundland	434,945.23	219,185.00	73,065.00
Prince Edward Island	298,092.33	61,500.00	20,499.99
Nova Scotia	974,380.48	378,222.03	68,136.56
New Brunswick	1,086,799.34	324,750.00	108,250.00
Quebec	7,460,262.44	2,354,550.00	784,850.00
Ontario	7,110,500.00	2,273,625.00	534,060.93
Manitoba	1,047,699.24	374,950.86	74,456.92
Saskatchewan	1,593,859.40	643,013.48	214,550.00
Alberta	1,689,390.37	525,150.00	175,050.00
British Columbia	1,542,429.54	446,550.00	148,849.99
Northwest Territories	13,265.94	.....	.....
Yukon Territory	4,673.15	.....	2,586.82
Totals	23,256,297.46	7,601,496.37	2,204,356.21

TABLE 4—Training of Unemployed—Allotments and Payments

Schedule "M"

Fiscal Year Ended March 31, 1958

Province	Federal Allotment	Claims Paid in 1957-58 to April 30, 1958		
		For Previous Year	For 1957-58	Total Payments
	$	$	$	$
Nova Scotia	200,000	.....	174,741.75	174,741.75
New Brunswick	31,000	.....	16,449.44	16,449.44
Ontario	22,500	.....	20,440.16	20,440.16
Manitoba	45,000	6,665.31	39,261.00	45,926.31
Saskatchewan	37,500	444.84	36,700.88	37,145.72
Alberta	70,000	.....	51,185.74	51,185.74
British Columbia	55,000	.....	51,462.20	51,462.20
Northwest Territories	2,000	.....	123.50	123.50
Totals	463,000	7,110.15	390,364.67	397,474.82*

* Note: Total payments as shown in Column 4 do not include sales tax amounting to $5,026.90

TABLE 5—Training of Unemployed

Schedule "M"

Fiscal Year Ended March 31, 1958

Province	Enrolments: In Training March 31, 1957 — Men	Women	April 1, 1957 to March 31, 1958 — Men	Women	Total Enrolment	Days' Training
Nova Scotia	105	60	352	69	586	45,650
New Brunswick	13	27	38	78	156	14,619
Ontario	.....	.....	129	22	151	9,805
Manitoba	116	104	292	117	629	36,978
Saskatchewan	1	68	.....	108	177	13,469
Alberta	2	188	27	268	485	35,839
British Columbia	80	36	211	135	462	34,566
Northwest Territories	.....	.....	.....	.....	.....	.....
Totals	317	483	1,049	797	2,646	190,926

TABLE 6—Training for Disabled Persons—Allotments and Payments

Schedule "R"

Fiscal Year Ended March 31, 1958

Province	Federal Allotment	Claims Paid in 1957-58 to April 30, 1958: For Previous Year	For 1957-58	Total Payments
	$	$	$	$
Newfoundland	12,500	.....	11,310.79	11,310.79
Prince Edward Island	3,500	.....	3,500.00	3,500.00
Nova Scotia	33,100	1,851.59	30,731.22	32,582.81
New Brunswick	43,600	7,292.69	43,553.77	50,846.46
Ontario	102,000	7,162.11	94,529.31	101,691.42
Manitoba	30,000	5,255.87	21,613.55	26,869.42
Saskatchewan	20,000	243.24	17,772.22	18,015.46
Alberta	13,000	.....	10,246.97	10,246.97
British Columbia	18,000	.....	15,299.29	15,299.29
Totals	275,700	21,805.50	248,557.12	270,362.62*

* Note: Total payments as shown in Column 4 do not include sales tax amounting to $345.50.

TABLE 7—Training for Disabled Persons

Schedule "R"

Fiscal Year Ended March 31, 1958

Province	Enrolments In Training March 31, 1957		Enrolments April 1, 1957 to March 31, 1958		Total Enrolment	Days' Training
	Men	Women	Men	Women		
Newfoundland	15	13	66	10	104	7,453
Prince Edward Island	6	1	13	11	31	3,287
Nova Scotia	31	12	53	10	106	10,429
New Brunswick	29	31	56	31	147	8,781
Ontario	100	64	188	135	487	Not Available
Manitoba	48	6	53	10	117	7,158
Saskatchewan	9	13	26	16	64	Not Available
Alberta	6	8	14	23	51	3,283
British Columbia	24	17	16	19	76	8,697
Totals	268	165	485	265	1,183	49,088

TABLE 8—Youth Training (Other Than Student Aid)—Allotments and Payments

Schedule "O"

Fiscal Year Ended March 31, 1958

Province	Federal Allotment	Claims Paid in 1957-58 to April 30, 1958		
		For Previous Year	For 1957-58	Total Payments
	$	$	$	$
Newfoundland	25,000	.....	20,227.59	20,227.59
Prince Edward Island	1,500	.....	243.75	243.75
Nova Scotia	38,500	1,628.27	21,632.09	23,260.36
New Brunswick	28,000	.....	13,165.76	13,165.76
Manitoba	9,500	2,128.89	5,524.62	7,653.51
Saskatchewan	20,000	562.20	16,472.50	17,034.70
Alberta	11,000	.....	9,551.84	9,551.93
British Columbia	20,000	.....	19,919.74	19,919.74
Northwest Territories	2,000	.....	387.00	387.00
Yukon Territory	350	.....	.....	.....
Totals	155,850	4,319.36	107,124.89	111,444.34*

* Note: Total payments as shown in Column 4 do not include sales tax amounting to $496.16.

TABLE 9—Youth Training Enrolments

Schedule "O"

Fiscal Year Ended March 31, 1958

Province	Enrolment: In Training March 31, 1957		Enrolment: April 1, 1957 to March 31, 1958		Total Enrolment	Days' Training
	Men	Women	Men	Women		
Newfoundland	32	.....	254	.....	286	4,251
Prince Edward Island	.....	.....	14	.....	14	195
Nova Scotia	44	1	287	.....	332	6,254
New Brunswick	37	34	181	49	301	17,508
Manitoba	.....	.....	315	.....	315	3,315
Saskatchewan	.....	.....	694	491	1,185	11,286
Alberta	.....	.....	1,314	.....	1,314	6,829
British Columbia	75	10	163	31	279	13,000
Totals	188	45	3,222	571	4,026	62,638

TABLE 10—Student Aid—Allottments and Payments

Fiscal Year Ended March 31, 1958

Province	Federal Allotment	Claims Paid in 1957-58 to April 30, 1958: For Previous Year	For 1957-58	Total Payments
	$	$	$	$
Newfoundland	8,000	.....	8,000.00	8,000.00
Prince Edward Island	5,500	.....	5,500.00	5,500.00
Nova Scotia	10,000	.....	10,000.00	10,000.00
New Brunswick	15,000	.....	.....	.....
Ontario	100,000	.....	100,000.00	100,000.00
Manitoba	7,500	1,312.50	7,003.25	8,315.75
Saskatchewan	30,000	.....	30,000.00	30,000.00
Alberta	10,000	462.50	10,000.00	10,462.50
British Columbia	30,000	.....	28,725.00	28,725.00
Northwest Territories	3,000	.....	.....	.....
Yukon Territory	250	.....	.....	.....
Totals	219,250	1,775.00	199,228.25	201,003.25

TABLE 11—Student Aid Enrolments—1957-58

Province	Medicine	Veterinary Medicine	Dentistry	Pharmacy	Applied Science Engineering Science	Arts and Science	Arts	Archi-tecture	Agri-culture	Education Teacher Training English	Commerce Business Education Business Admin.	Law	Home Economics	Forestry	Miscel-laneous	University Students Men	University Students Women	Nurses in Training	Total
Nfld.	..	..	..	..	..	..	..	..	..	37	..	..	..	..	..	17	20	..	37
P.E.I.	12	1	1	..	15	1	3	..	1	..	2	2	..	..	3	41	..	..	41
N.S.	9	..	3	..	31	1	17	..	1	..	5	1	..	2	1	57	14	..	71
N.B.	28	1	5	1	73	16	..	2	4	4	13	7	..	3	9	159	7	..	166
Ont.	156	26	31	13	358	110	507	34	68	67	31	22	2	5	46	1,168	308	..	1,476
Man.	..	..	..	..	29	..	14	7	2	2	2	2	1	..	..	55	4	28*	87
Sask.	33	1	5	2	33	27	..	2	2	33	3	3	1	..	5	125	25	30	180
Alta.	1	..	8	1	29	40	..	..	3	2	..	1	..	..	1	64	22	19	105
B.C.	48	10	18	..	40	54	47	2	..	200	7	20	12	4	23	249	236	15	500
Totals	287	39	71	17	608	249	588	47	81	345	63	58	16	14	88	1,935	636	92	2,663

*Including 7 nurses who received loans in 1956-57.

TABLE 12—Training for the Armed Forces

Schedule "K-1"

Fiscal Year Ended March 31, 1958

Province	Federal Allotment	Claims Paid—1957-58—to April 30, 1958: For Previous Year	For 1957-58	Total Payments	Enrolments: In Training March 31/57	April 1/57 to March 31/58	Total Enrolment	Hours' Training
	$	$	$	$				
Newfoundland	300.00	.....	.....	.....	8	.....	8	66
Quebec	10,000.00	.....	2,848.84	2,848.84	9	13	22	1,116
Manitoba	15,000.00	2,545.17	8,666.57	11,211.74	14	41	55	22,911
Alberta	24,000.00	.....	23,722.98	23,722.98	24	76	100	32,586
Totals	49,300.00	2,545.17	35,238.39	37,783.56*	55	130	185	56,679

* NOTE: Total payments as shown in Column 4 do not include sales tax amounting to $41.69.

TABLE 13—Apprentice Training—Allotments and Payments
Fiscal Year Ended March 31, 1958

Province	Federal Allotment	Claims Paid in 1957-58 to April 30, 1958		
		For Previous Year	For 1957-58	Total Payments
	$	$	$	$
Newfoundland	55,000	.....	45,534.81	45,534.81
Nova Scotia	87,500	3,731.88	74,165.22	77,897.10
New Brunswick	90,000	.....	60,838.08	60,838.08
Ontario	385,000	375.45	305,799.76	306,175.21
Manitoba	78,610	12,399.21	78,605.29	91,004.50
Saskatchewan	123,000	2,412.84	118,536.63	120,949.47
Alberta	355,052	.....	355,051.86	355,051.86
British Columbia	375,338	.....	273,934.06	273,934.06
Northwest Territories	5,000	.....	362.50	362.50
Totals	1,554,500	18,919.38	1,312,828.21	1,331,747.59*

* Note: Total payments as shown in Column 4 do not include sales tax amounting to $2,144.28.

TABLE 14—Apprentice Training
Fiscal Year Ended March 31, 1958

Province	Enrolment										
	Part-time Classes		Full-time Classes				Correspondence Courses		Total Enrolment	Hours' Training Part-time Classes	Days' Training Full-time Classes
			Pre-employment		Post-employment						
	In Training Mar. 31/57	Apr. 1/57 to Mar. 31/58	In Training Mar. 31/57	Apr. 1/57 to Mar. 31/58	In Training Mar. 31/57	Apr. 1/57 to Mar. 31/58	In Training Mar. 31/57	Apr. 1/57 to Mar. 31/58			
Newfoundland	247	262	.....	.....	86	195	65	67	922	16,784	7,841
Nova Scotia	336	331	.....	.....	92	234	19	7	1,019	43,790	13,676
New Brunswick	461	522	8	36	37	80	1	8	1,153	32,703	5,881
Ontario	.....	.....	.....	.....	492	2,067	.....	.....	2,559	.....	98,047
Manitoba	.....	135	27	49	114	641	.....	.....	966	3,093	20,805
Saskatchewan	.....	.....	.....	.....	138	728	.....	.....	866	.....	28,241
Alberta	.....	.....	.....	.....	381	3,204	.....	.....	3,585	.....	87,189
British Columbia	135	3,474	.....	.....	37	888	13	.....	4,547	155,682	38,071
Totals	1,179	4,724	35	85	1,377	8,037	98	82	15,617	252,052	299,751

TABLE 15—Apprentices Registered with Provincial Departments of Labour

As of March 31, 1958

	Nfld.	N.S.	N.B.	Ont.	Man.	Sask.	Alta.	B.C.	Total
Aeronautical Mechanics	.....	43	.....	.....	.....	.....	.....	.....	43
Auto-Body and Fender Repair Men	61	.....	57	.....	67	53	303	.....	541
Barbers	.....	.....	.....	18	.....	44	.....	47	109
Blacksmiths	.....	.....	.....	1	6	.....	.....	.....	7
Boiler Shop Workers	.....	5	.....	2	.....	.....	.....	28	35
Boat Builders	.....	.....	.....	.....	.....	.....	.....	.....	.....
Bricklayers and Masons	5	23	7	141	59	70	83	16	404
Cabinet Makers	.....	.....	.....	4	.....	.....	.....	.....	4
Carpenters	56	89	66	321	161	199	248	334	1,474
Cooks	.....	.....	.....	.....	.....	.....	13	.....	13
Coppersmiths	.....	.....	.....	2	.....	.....	.....	.....	2
Draftsmen	2	1	3	70	.....	.....	.....	.....	76
Electrical Construction Workers	64	92	126	913	195	224	574	312	2,500
Electrical Maintenance Men	.....	44	25	135	15	.....	.....	.....	219
Glass Workers	.....	.....	.....	.....	.....	.....	.....	9	9
Hairdressers and Beauty Culturists	.....	.....	.....	201	.....	80	.....	43	324
Instrument Makers	3	.....	.....	23	.....	.....	.....	.....	26
Jewellery and Watch Repair Men	.....	.....	.....	.....	.....	.....	.....	5	5
Lathers	.....	.....	.....	37	18	.....	5	.....	60
Linemen	.....	.....	54	.....	.....	.....	.....	.....	54
Machinists	21	65	35	152	.....	.....	61	203	537
Mechanics-Dental	.....	.....	.....	.....	.....	.....	.....	.....	.....
Millworkers (Factory Woodworkers)	.....	.....	3	13	29	.....	.....	.....	45
Millwrights	15	.....	23	12	.....	.....	23	.....	73
Motor Vehicle Repair Men	111	117	195	2,558	398	301	1,048	341	5,069
Moulders	.....	3	.....	11	.....	.....	.....	9	23
Office Machine Mechanics	.....	.....	.....	.....	.....	.....	.....	25	25
Painters and Decorators	.....	1	1	67	78	29	64	27	267
Pattern Makers	1	2	1	3	.....	.....	.....	10	17
Plasterers [1]	.....	.....	.....	56	45	5	102	77	285
Plumbers and Pipefitters	83	87	127	793	194	159	476	258	2,177
Printers	.....	.....	5	5	.....	.....	.....	23	33
Radio (Maintenance and Repair Men)	.....	.....	.....	.....	.....	.....	73	.....	73
Refrigeration Workers	.....	.....	.....	6	13	.....	25	15	59
Sheet Metal Workers	5	3	32	379	76	111	254	176	1,036
Ship Fitters and Shipwrights	.....	13	.....	.....	.....	.....	.....	43	56
Sign Painters	.....	.....	.....	.....	.....	.....	.....	10	10
Stationery Engineers	110	1[4]	33	7	.....	.....	.....	.....	151
Steamfitters [2]	.....	25	.....	357	71	.....	109	.....	562
Steel Fabrication Workers	.....	.....	.....	.....	.....	.....	.....	54	54
Structural Ironworkers	.....	.....	.....	.....	.....	.....	.....	37	37
Switchboard Operators	.....	.....	16	.....	.....	.....	.....	.....	16
Tilesetters [3]	.....	.....	.....	3	17	.....	.....	.....	20
Welders	2	.....	54	11	.....	89	785	.....	941
Miscellaneous	19	2	1	18	.....	.....	.....	19	59
Knitting Machine Adjustor	.....	.....	.....	4	.....	.....	.....	.....	4
Total	558	616	864	6,323	1,442	1,364	4,246	2,121	17,534

[1] Included with bricklayers in New Brunswick.

[2] Included with plumbers in British Columbia.

[3] Included with bricklayers in British Columbia.

[4] Marine engineer.

Unemployment Insurance Commission—National Employment Service

A close working relationship is maintained between the Unemployment Insurance Commission and the Department of Labour in the development of policies and programs particularly in the manpower field.

These programs, which are dealt with in other sections of the Annual Report, include seasonal and area unemployment, the older worker employment problem, industrial training, rehabilitation of the disabled, problems peculiar to women's employment, professional manpower, special employment problems of the primary industries, veterans' reinstatement in civil employment, employment on defence establishment, and manpower and social security research.

The Department is most appreciative of the close co-operation and assistance which the Commission, its officers and staff, have extended to the Department in these areas of common interest and endeavour.

Detailed information is published in the Annual Report of the Unemployment Insurance Commission.

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